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basic quality education

1975 REPORT
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STATE OF MONTANA

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basic quality education

1975 REPORT
BOARD OF PUBLIC EDUCATION
STATE OF MONTANA

PRESENTED TO THE LEGISLATURE IN JANUARY 1975

STUDY STAFF

Jeanine Gilmartin, Director
Mary Callan, Assistant Director
Joanne Anderson, Secretary/Assistant

This study was financed in part by funds provided under the Elementary and Secondary Education Act of 1965 (Public Law 89-10, Title V-A, Section 503)

PREFACE

This 1975 report on basic quality education represents a major effort by the Board to provide a unified direction for Montana's public school system. The report is the result of seventeen months of intensive study. During that time, the Board listened to the views and ideas of Montanans who attended fifty-five meetings conducted across the state or who submitted ideas in writing for the Board's consideration. The report addresses the expressed educational concerns of those people who shared their beliefs, attitudes and values with members of the Board.

In addition to developing a definition of basic quality education, the Board has made twenty-two recommendations which it believes necessary for effective realization of basic quality education. The rationale for the recommendations is presented in appropriate chapters of the report.

Members of the Board of Public Education are pleased to present this report to the legislature; we do so with the hope that it will command thorough review and will prompt favorable action on appropriate recommendations.

Perhaps as significant as the product was the process; this study has been a vehicle for involving hundreds of people in Montana in educational decision making. Just as our concern for basic quality education must be ongoing, so must this involvement. We invite readers to share with us their ideas regarding this report and the future direction of our schools.

F. H. MIELKE
Chairman
Board of Public Education

ACKNOWLEDGEMENTS

This 1975 report is the result of the help and cooperation of many, many people. Special commendation is due Dr. Jeanine Gilmartin and Mary Callan, the Director and Assistant Director of the study. The Board is indebted especially to them. They had responsibility for devising the plan for the study subsequently approved by the Board and, more importantly, for carrying it out. Their talents and energies, in addition to those of Joanne Anderson who served superbly as study staff secretary, were invaluable.

In addition, the Board extends thanks and appreciation to

Superintendent of Public Instruction Dolores Colburg and her staff who provided valuable information, ideas and support;

Members of the Northwest Regional Educational Laboratory who provided valuable assistance regarding the process used at the meetings;

Dr. Kenneth Tiahrt, Associate Professor of Mathematics at Montana State University, who assisted with statistical analysis;

Dr. Tom Wilson, Assistant Principal for Curriculum Planning and Development at Newport Harbor High School in Newport Beach, California, who critiqued a working draft of the report;

Pat Callan, Staff Director of Montana's Commission on Postsecondary Education, who volunteered many ideas and suggestions which helped in the organization and formulation of this 1975 report;

Alma Jacobs, Montana State Librarian, and her staff who provided assistance in locating research material;

the participants at all of the meetings who generously shared their ideas and beliefs regarding education.

And to the school districts and communities in which the meetings were conducted—Antelope, Baker, Big Timber, Billings, Bozeman, Broadus, Butte, Crow Agency, Custer, Dixon, Glendive, Great Falls, Havre, Helena, Highwood, Kalispell, Lewistown, Malta, Missoula, Rosebud, Wilsall and Wolf Point—the Board expresses its gratitude for their genuine participation and hospitality.

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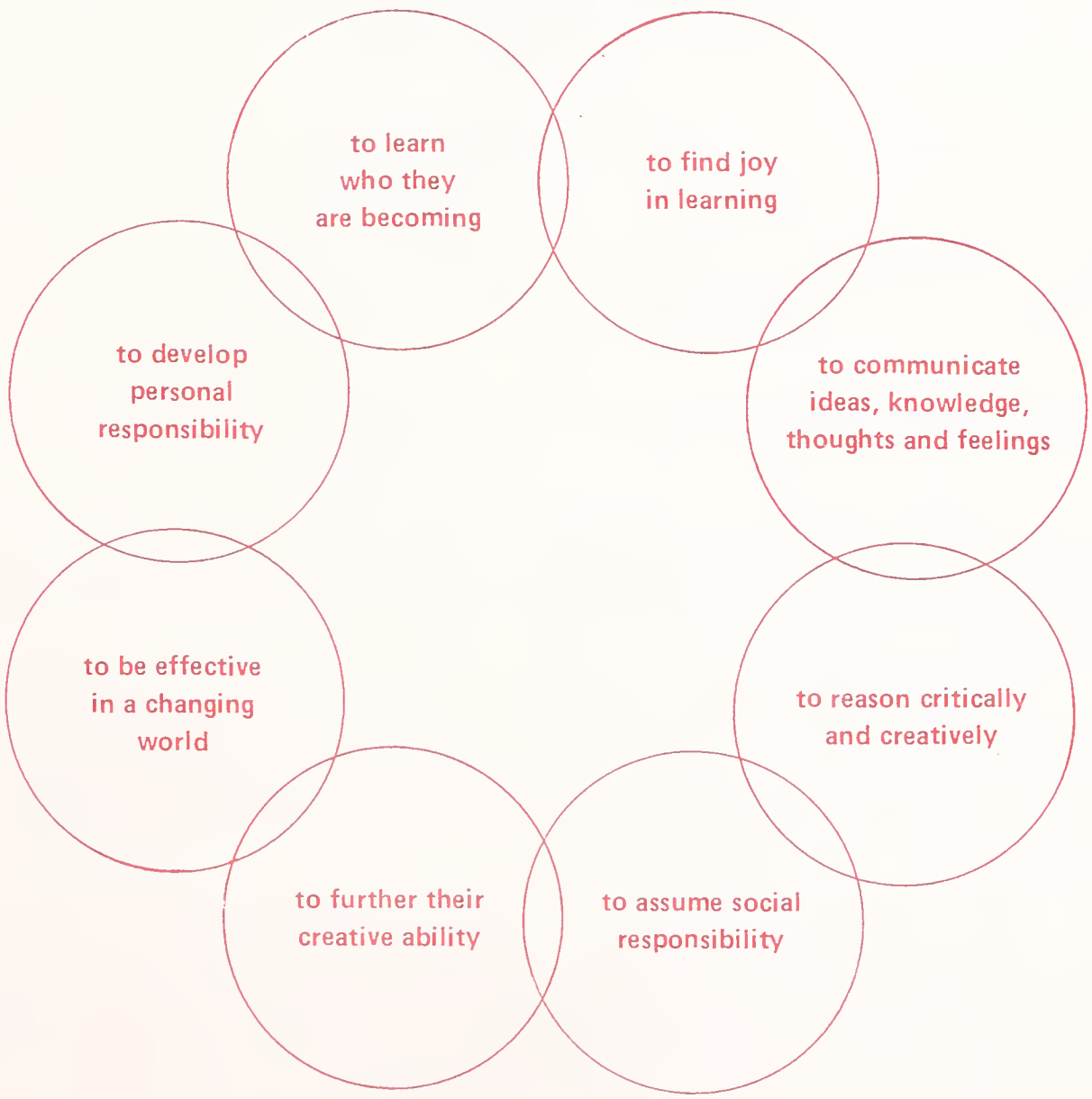
CONCLUSIONS: BASIC QUALITY EDUCATION STUDY

The Board of Public Education adopted the following definition of basic quality education:

A basic quality education is a process which can enable students to transform their potential into actuality.

Further, the Board identified eight dimensions inherent to the definition. Each is of equal importance; all are interrelated. To help students transform their potential into actuality, schooling should enable them



In order to effectively realize basic quality education at the state, local and classroom levels, the Board of Public Education recommends that:

1. LOCAL SCHOOL DISTRICT OFFICIALS ACTIVELY AND CONTINUALLY INVOLVE COMMUNITY MEMBERS—INCLUDING STUDENTS, EDUCATORS AND PARENTS—IN THE FORMULATION AND REVIEW OF SCHOOL GOALS AND SCHOOL POLICY.

2. THE LEGISLATURE CONTINUE EFFORTS TO INVOLVE THE PUBLIC IN EDUCATIONAL POLICIES.

3. LOCAL SCHOOL DISTRICTS CONSIDER THIS PHILOSOPHY OF BASIC QUALITY EDUCATION ADOPTED BY THE BOARD IN REVIEWING THEIR WRITTEN PHILOSOPHIES OF EDUCATION.

4. LOCAL SCHOOL DISTRICTS IDENTIFY CURRICULUM NEEDS RELATED TO THE DEFINITION AND DIMENSIONS OF BASIC QUALITY EDUCATION.

5. THE MONTANA LEGISLATURE REPEAL ALL STATUTES MANDATING CURRICULUM.

6. THE MONTANA LEGISLATURE REFRAIN FROM MANDATING CURRICULUM.

7. TIME BE SCHEDULED BY SCHOOL BOARDS FOR COMMUNITY MEMBERS TO PRESENT THEIR CONCERNS.

8. ALL SCHOOL BOARD MEETINGS BE OPEN, IN CONFORMANCE WITH STATE LAW, AND BE PUBLICIZED.

9. LOCAL SCHOOL DISTRICTS EXAMINE THEIR SCHOOL ENVIRONMENT TO DETERMINE IF IT IS CONDUCIVE TO THE IMPLEMENTATION OF BASIC QUALITY EDUCATION.

10. LOCAL SCHOOL DISTRICTS INVESTIGATE ALTERNATIVE LEARNING ENVIRONMENTS AND OPPORTUNITIES BOTH WITHIN AND OUTSIDE THE SCHOOL AS A FURTHER MEANS OF MEETING THE PARTICULAR NEEDS OF ITS STUDENTS.

11. LOCAL SCHOOL DISTRICTS DESIGN AND OFFER INSERVICE TRAINING TO PROVIDE TEACHERS WITH THE CAPABILITIES AND SKILLS NEEDED FOR IMPLEMENTING BASIC QUALITY EDUCATION IN THE CLASSROOM.

12. TEACHER TRAINING INSTITUTIONS DEVELOP PROGRAMS:

    A. OF INSERVICE TRAINING FOR TEACHERS TO FACILITATE CLASSROOM IMPLEMENTATION OF BASIC QUALITY EDUCATION, AND

    B. TO PREPARE PROSPECTIVE EDUCATORS FOR TEACHING WITHIN THE FRAMEWORK OF BASIC QUALITY EDUCATION.

13. POSTSECONDARY INSTITUTIONS IN THE STATE REVIEW THEIR APPROVED TEACHER TRAINING PROGRAMS TO ENSURE STATEWIDE UNIFORMITY IN COURSE REQUIREMENTS.

14. THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THROUGH CONTINUING INSERVICE TRAINING PROGRAMS, PROVIDE ASSISTANCE TO LOCAL SCHOOL DISTRICTS FOR IMPLEMENTING BASIC QUALITY EDUCATION.

15. INTERESTED PERSONS EXAMINE THE QUESTION OF WHAT CONSTITUTES TEACHING COMPETENCY. AS A CONSEQUENCE, TEACHER TRAINING PROGRAMS AND CERTIFICATION REQUIREMENTS SHOULD BE UPDATED TO REFLECT THE TEACHING COMPETENCIES AGREED ON.

16. THE BOARD OF PUBLIC EDUCATION AND THE BOARD OF REGENTS EXPLORE AND PRACTICE COOPERATIVE EFFORTS IN THE AREAS OF:

    A. REVIEWING TEACHER EDUCATION PROGRAMS AT PUBLIC AND PRIVATE COLLEGES IN THE STATE, AND

    B. REVIEWING PROCEDURES OF PROGRAM APPROVAL USED BY TEACHER TRAINING INSTITUTIONS.

17. THE LEGISLATURE ADJUST THE FOUNDATION PROGRAM SO THAT THE SCHEDULES REFLECT ACTUAL COSTS OF SCHOOLING BY SUPPORTING A UNIFORM PERCENTAGE OF ACTUAL DISTRICT EXPENDITURE LEVELS FOR VARIOUS DISTRICT SIZES.

18. THE LEGISLATURE FINANCE THE FOUNDATION PROGRAM BY:

    A. PROVIDING AN INCREASED STATE PORTION OF EDUCATIONAL EXPENDITURES, AND

    B. FUNDING SUCH INCREASES FOR SCHOOLS FROM THE STATE'S GENERAL FUND RATHER THAN FROM STATEWIDE PROPERTY TAXES.

19. THE LEGISLATURE INCREASE TRANSPORTATION SCHEDULES SO THAT THE STATE SUPPORTS AT LEAST ONE-THIRD OF THE ACTUAL TRANSPORTATION COSTS BORNE BY LOCAL DISTRICTS.

20. THE LEGISLATURE, IN FINANCING SCHOOLS, POWER EQUALIZE THE AMOUNT THAT A MILL WILL RAISE AT THE SCHOOL DISTRICT LEVEL.

21. THE LEGISLATURE JOIN IN THE EFFORTS OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION TO EXPLORE ALTERNATIVE METHODS FOR DETERMINING FOUNDATION PROGRAM SCHEDULES OTHER THAN THE PRESENT ANB (AVERAGE NUMBER BELONGING) FORMULA.

22. THE LEGISLATURE STUDY BUILDING EXPENDITURES OF LOCAL SCHOOL DISTRICTS AND CONSIDER STATE SUPPORT FOR SCHOOL FACILITIES.

CHAPTER I

INTRODUCTION

Purpose

This report on basic quality education accomplishes a twofold purpose. It establishes a philosophy of education for Montana schools and recommends methods for incorporating this philosophy at state, local and classroom levels.

The definition and attendant dimensions comprise a philosophy for basic quality education. The Board of Public Education has officially adopted this definition with its eight interrelated dimensions, thereby setting a unified direction and purpose for Montana's public school system. Moreover, the Board will use this philosophy in determining its future educational policies. To ensure that this philosophy continually reflects the educational beliefs of the people of Montana, the Board will review the philosophy within three years.

The Board of Public Education believes that its definition of basic quality education is applicable to all students, regardless of ability or age. The definition is sufficiently broad as to encompass all students; specific, so as to provide a rationale for curriculum offerings; and flexible, allowing local boards of trustees to meet the needs of their particular communities.

Essentially, basic quality education defines a schooling process that facilitates the development of the total student—mind, body, feelings. Integral to this concept is a recognition of the need for students to develop basic intellectual skills in conjunction with personal development. Schooling alone, however, cannot assume all the responsibility for the development of the total child—the home and other institutions share in this responsibility. Nonetheless, schooling can and should encourage a child's total development and provide a humanizing learning experience.

In addition, the report discusses the potential impact of this philosophy on education in Montana. Specific recommendations to aid in the implementation of basic quality education are made throughout the report. The recommendations focus primarily on school and fiscal policies at the state and local level.

At present, school policies are affected by state statutes, Board policies, regulations and guidelines of the Superintendent of Public Instruction, rulings of local school trustees

and administrators, and community values. If basic quality education is to be realized more fully, some of these policies need to be revised, and some revitalized. In making revisions, certain questions must be raised. Do the current laws on curriculum help or hinder schools in establishing courses necessary for basic quality education? Do accreditation standards and other Board policies facilitate basic quality education? Do the regulations and guidelines of the Superintendent of Public Instruction further basic quality education? Do the present policies of local school trustees and administrators provide sufficient guidelines to aid school personnel in implementing basic quality education? How can community members participate in the educational process? How can school personnel prepare themselves to effect basic quality education? How can teacher training institutions help promote basic quality education? These and other questions were considered by the Board. In its recommendations, the Board proffers suggested solutions.

When the Montana Senate requested the Board of Public Education to prepare a definitive description of basic quality education, it stated that it planned to use this description "in consideration of future budgetary schedules for public education."[1] In exploring the question of school finance, the Board consequently considered national trends, current Montana practices and local district needs. As a result, the Board proposes to the legislature some suggestions for the continued and future financing of Montana schools.

Background

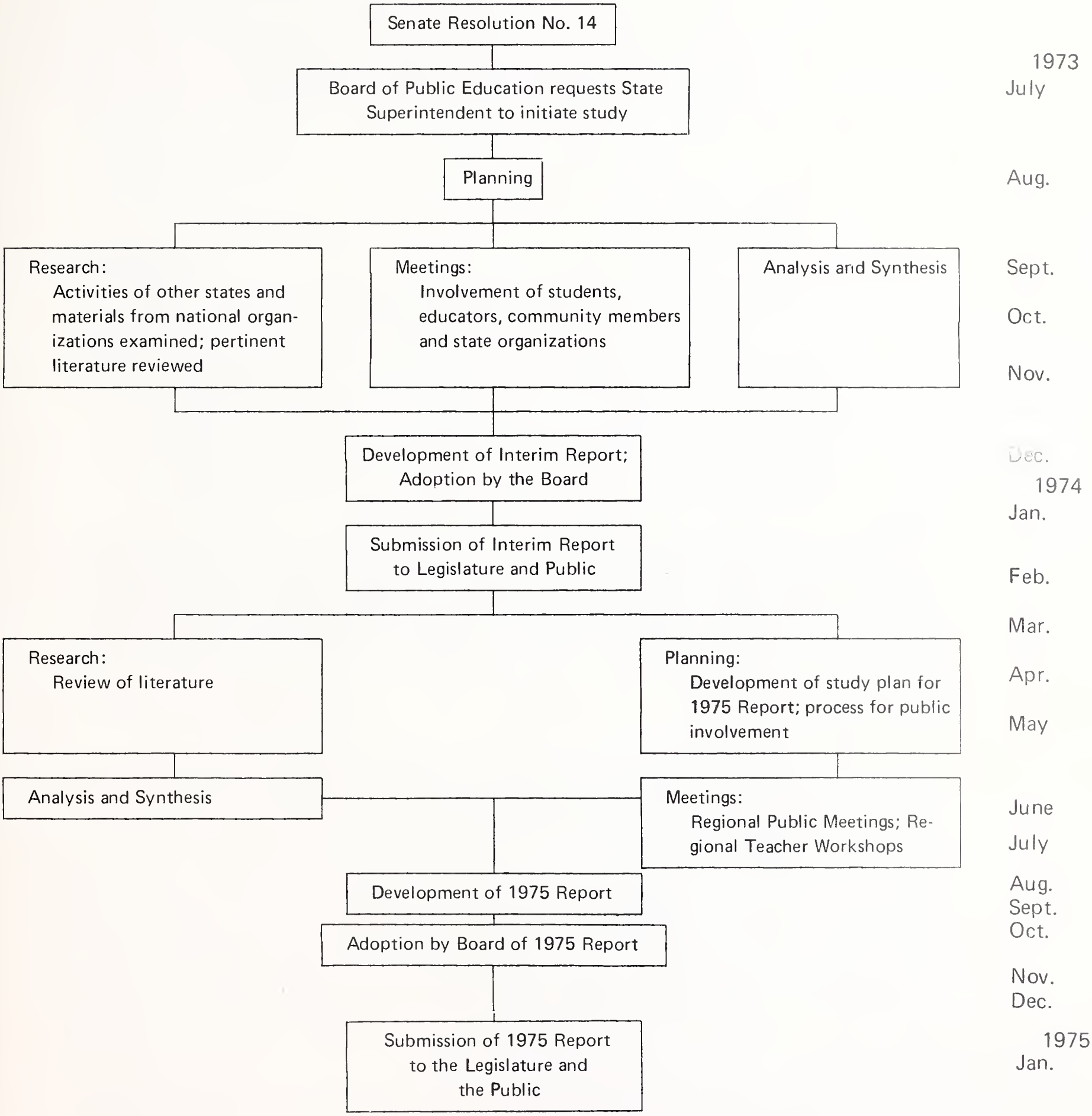
The question of what constitutes basic quality education became a formal concern of the Montana Senate during the first session of the forty-third legislature. Senate Resolution No. 14 requested the Board of Public Education "to prepare a definitive description of a basic quality education."[2] The Board agreed that such a definition would be helpful in determining state and local educational policy, and that it was needed as a basis for planning and financing. Hence, the Board requested Superintendent of Public Instruction Dolores Colburg to initiate a study for this purpose. A chart depicting the organization and chronology of the basic quality education study appears on the following page.

This report is the result of seventeen months of intensive study. During that time more than 1,500 students, educators and community members participated in fifty-five

[1] See Appendix A for a copy of Senate Resolution No. 14, adopted on March 12, 1973.

[2] *Ibid.*

Overview of Basic Quality Education Study



meetings conducted across the state. The meetings provided the Board an opportunity to learn the beliefs, attitudes and values of many Montanans. Their ideas regarding education are reflected throughout the report. In addition, pertinent Montana studies were reviewed. National organizations concerned with education were asked to submit ideas; state organizations were consulted. Chief state school officers throughout the nation were polled regarding similar undertakings in their respective states. Concepts and trends in education were researched.

The Board reported its tentative findings and conclusions to the legislature and the public in an *Interim Report on Basic Quality Education*[3] issued in February 1974. The purpose of the interim report was twofold: (1) to learn if the definition and dimensions proffered by the Board addressed the educational concerns of Montanans, and (2) to stimulate further dialogue among Montanans and between Montanans and the Board. The interim report was essentially a working draft, and pertinent parts of that report have been incorporated in this report.

Summary

The Board of Public Education officially has adopted a definition and attendant dimensions describing basic quality education. The definition and dimensions constitute a philosophy of education for Montana that the Board will use in determining its future educational policies.

[3]Copies of the *Interim Report on Basic Quality Education* are available on request.

CHAPTER II

DESCRIPTION OF PUBLIC INVOLVEMENT

Introduction

In the preface of the *Interim Report on Basic Quality Education* released in February 1973, Fred Mielke, Chairman of the Board of Public Education, stated:

> The definition in this interim report is being submitted to both the legislature and to the people for their consideration. For the definition to be developed further and implemented, we believe it is the responsibility of those interested in education to make their views known. That is part of the reason for issuing this report as an interim report. The dialogue must continue.

The Board wished to continue involving Montanans in the study as requested in Senate Resolution No. 14. It wanted to learn people's response to the interim report—specifically, to the proposed definition and dimensions of basic quality education. Several methods were used to obtain response and to involve people.

Assumptions and Methods

The methods used were based on certain assumptions that had governed the study from the outset. First, direct involvement with Montana citizens was essential if the 1975 report were to reflect accurately their educational concerns, needs and values. In addition, for the involvement to be genuine, it had to stimulate thought and discussion. Further, like education itself, it was essential that the study be an active, not a passive process. People participating were to exchange beliefs, attitudes and values[1] while transmitting and developing knowledge. From these assumptions, methods were developed to elicit from Montanans their ideas regarding the definition and dimensions of basic quality education.

The initial means used to gather response was wide distribution of the *Interim Report.* Each copy of the report contained a questionnaire and listed a toll-free telephone number which readers could use to make known their views and ideas. Approximately 2,400 copies of the report were distributed. To ensure direct involvement with the people, a series of regional meetings was then planned.

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[1] For a discussion of the differences between beliefs, attitudes and values see Milton Rokeach, *Beliefs, Attitudes and Values* (San Francisco: Jossey-Bass, Inc., 1968).

Regional Meetings

Following the publication of the *Interim Report*, a series of ten regional public meetings was planned.[2] These meetings were open to all community members. In addition, seven meetings for educators were planned in conjunction with regional teacher workshops sponsored by the Superintendent of Public Instruction.[3] In an effort to involve a cross section of Montanans in the study,[4] the sites selected for the regional public meetings complemented those used for meetings conducted prior to the interim report. The meetings were regionally oriented and were publicized both at the site selected and in surrounding communities.

The regional public meetings and the regional teacher workshops regarding basic quality education had three objectives: (1) to present the definition and dimensions of basic quality education as contained in the *Interim Report*; (2) to learn what modifications and changes people would prefer; and (3) to help people become aware of the contributions they can and should make to education. A process[5] was developed to accomplish these objectives.

The meetings were designed to be informal and open. Participants were encouraged to become acquainted, to talk with one another and to share their views. As each meeting began, participants were informed of the expectations for the meeting. The expectations were that each person would have the opportunity to **explore** the proposed definition and dimensions of basic quality education, to **share** their viewpoints and perceptions of the dimensions and to **participate** in establishing an educational philosophy for Montana.

Many people attending the meetings had not read the *Interim Report*; therefore, a slide-tape presentation was shown and a summary brochure[6] was distributed to brief participants on the proposed definition and dimensions. Based on this information, the participants were then asked to perform two tasks.

The first task involved rating each of the eight dimensions; participants did this individually.[7] Participants were instructed to view each dimension separately and rate it in relation to what they believed the schooling process should help students accomplish.

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[2]See Appendix B, Table B-1, for a listing of these meetings.

[3]See Appendix B, Table B-2, for a listing of these meetings.

[4]To determine if a cross section of Montanans did participate in the study, each person attending a meeting completed a socio-economic data sheet. See Appendix B, Table B-3, for a sample data sheet and Appendix C, for a demographic analysis of the data.

[5]See Appendix B, Table B-4, for a sample meeting agenda illustrating the process.

[6]Copies of the summary brochure titled *An Interim Report Summary* are available on request.

[7]See Appendix B, Table B-5, for a sample of the individual worksheet used for the first task.

The rating scale was:

5	—	Critical	— Must be done, long overdue, first priority, key place to start
4	—	Important	— All of the above, but not the first priority
3	—	Necessary	— Needs to be done
2	—	Helpful	— Has to be done, can be temporarily postponed but must be implemented for program to succeed
1	—	Disagree	— Should not be part of the schooling process
0	—	Confusing	— Don't understand

The proposed dimensions were:

To communicate their ideas, knowledge, thoughts and feelings
To develop personal responsibility
To find joy in learning
To further their creative ability
To affect a world in change
To assume social responsibility
To learn who they are becoming
To reason critically and creatively

In addition, participants were asked to explain their ratings. They were told they could include additional dimensions and rate them, if they wished. This first task required participants to think about each dimension and to clarify how each would or should fit into the schooling process.

For the second task, participants gathered into small groups. Each group was asked to come to consensus as to how they, as a group, would rate each dimension. To do this, members of each group shared their individual ratings with one another. Group members were given responsibility for helping each other understand the dimensions they thought were confusing or with which they disagreed. As in the first task, the groups were asked to provide some rationale for each rating.

Since the second task allowed participants to share their ratings, to exchange their ideas and feelings about each dimension and to clarify what they thought was important to the schooling process, ratings based on group consensus were considered more valid than the individual ratings.[8] Therefore, it was decided to use the group rather than the individual ratings in compiling the results of the meetings.

Following completion of these two tasks, participants engaged in a large-group discussion. At this time, the ratings of each group were shared and any additional concerns were discussed. Participants were then encouraged to share their perceptions of the meetings and the summary brochures with their friends and neighbors.

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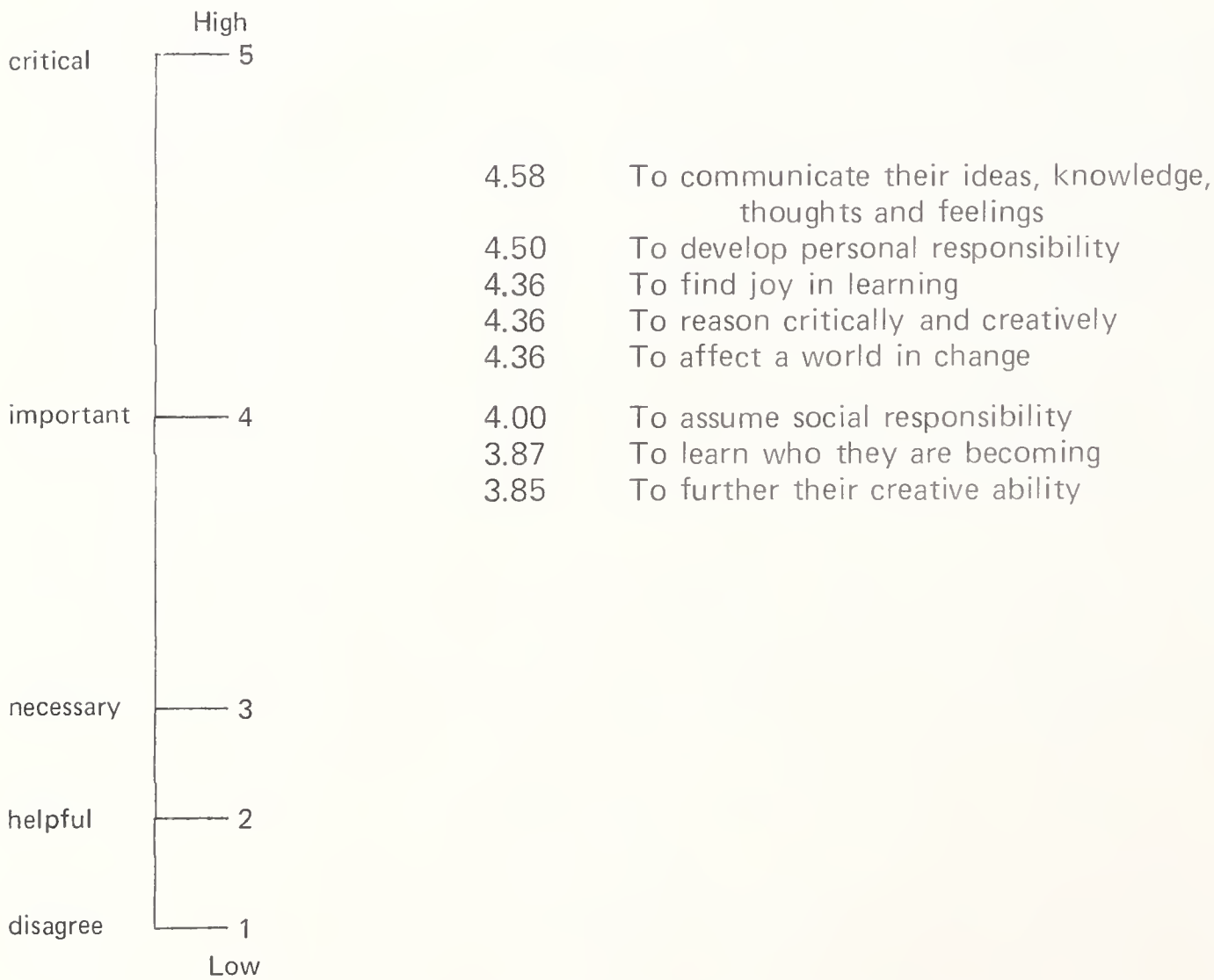
[8]For a discussion of the validity of group consensus, see "Synergy and Consensus Seeking," *The 1973 Annual Handbook for Group Facilitators* (San Diego: University Associates Publishers, Inc., 1973).

The process used at the ten regional public meetings and the seven regional teacher workshops was similar to the process used at the thirty-eight meetings conducted prior to the development of the interim report. Both processes directly and actively involved the participants. The purpose of each was to discover what people thought students should have accomplished as a result of schooling. But the most important similarity was that both processes facilitated the exchanging of beliefs, attitudes and values among individuals who often had diverse backgrounds. As a result of the fifty-five meetings, approximately 1,500 people throughout Montana were actively involved in the study on basic quality education.

Results of Involvement

Ratings. The second task in the process was the group rating of each of the eight dimensions. The grand composite[9] of the combined ratings of all groups participating in the regional public meetings and regional teacher workshops is given below.



A review of the ratings clearly indicates that a majority of participants believes each dimension to be important and necessary to the schooling process. Moreover, these results substantiate those from meetings held prior to the interim report.

[9]See Appendix D for an explanation of the procedure used in determining composites.

Written Comments. The written comments[10] made by group participants regarding each of the eight dimensions describe the reasoning of the group and reflect the group members' educational beliefs. Many similar ideas and concerns were expressed. Group comments are summarized on the following pages. They are grouped, as they were on the worksheets, under the dimensions for which they were written. Although duplications have been deleted and in some instances the style has been altered, the substance of the comments remains as originally written by the participants.

Questionnaires. For those people unable to attend the meetings, a questionnaire was included in the interim report. One hundred seventy-three questionnaires were returned.[11] Overall, the questionnaires indicated a favorable response to the educational philosophy contained in the interim report. It was apparent, also, that individuals liked the involvement of Montana citizens in the study.

Concerns expressed in the questionnaires frequently dovetailed with those voiced at the meetings. Generally, people wanted the following six issues addressed in this report: (1) greater explanation of the dimensions, (2) clarification of the role of basic skills in basic quality education, (3) preparation of educators to teach basic quality education, (4) revision of present accreditation standards to more closely complement the definition and dimensions, (5) greater flexibility for local school boards and (6) examination of the question of how schools are financed. In developing this report, all concerns raised throughout the study were considered. The following chapters address these concerns.

Few specific comments on each individual dimension were received in the questionnaires, which may have been the result of one-way communication imposed by a written form. Individuals using the questionnaire were unable to receive immediate feedback regarding their concerns, whereas participants at the meetings had the opportunity for dialogue. The meetings, therefore, provided a wider range of response and greater clarification of people's concerns than did the questionnaires.

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[10] A complete list, by meeting, of all written comments—individual and group—is available on request.

[11] All questionnaires received are on file in the Office of the Superintendent of Public Instruction.

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO FIND JOY IN LEARNING**

On this dimension of basic quality education, many persons in Montana said

It is important

- *now and in the future.*
- *because a child who is not happy in learning is feeling defeated in the learning process.*
- *and must be done at all levels.*
- *because it motivates continuing education.*
- *since self-determined tasks achieved successfully enhance the natural zest for learning.*
- *to do although it is very difficult to do.*
- *because a joyous situation increases learning capabilities.*
- *because most children start with a joy for learning and then lose it and become disillusioned.*

To find joy in learning you must have success.

Teachers must generate enthusiasm, interest and joy of learning for learning's sake.

Reservations were voiced because

- *some learning involves pain and some learning is done for a later satisfaction.*
- *some education is a painful process and so should be.*
- *learning the essential basics is sometimes hard work.*
- *what is joy to one person may not be to another.*
- *joy connotates fun.*
- *confused by the term joy.*
- *the word joy is too strong.*
- *not convinced this is always a necessity.*
- *school can't be all joy and fun because life isn't all joy and fun.*

How much here depends on the teacher?

School can only do so much. The home has a great influence. The school should try to make it interesting.

In general, discussion groups thought

- *joy in learning should be first priority in primary grades.*
- *students must enjoy learning in order to learn.*
- *this dimension can only be attained if the child is interested.*
- *students must look forward to learning.*
- *learning should be joyful but can't always be.*
- *can't put all stress on this so as to shortchange other dimensions.*
- *one must have creative ability in order to enjoy learning.*
- *this relates to all the dimensions.*
- *regular attendance and interest in learning fosters success.*
- *learning is the result of good and bad experiences. It would be ideal if the majority of these experiences were happy to further joy in learning.*
- *joy in learning should be tempered with discipline.*
- *joy in learning comes through motivation from the classroom teacher.*

Some preferred

- *experience joy in learning.*
- *to find fulfillment in learning.*
- *develop habit of learning.*
- *any of the following words substituted for joy: enthusiasm, desire, motivation, contentment, security, pleasure, satisfaction, and sense of accomplishment.*
- *to find learning enjoyable.*
- *to develop a positive attitude toward learning.*
- *to find joy in learning and achievement.*
- *to find joy in learning and living.*

If you have to spend so many years in school it should be fun as well as worthwhile.

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM TO COMMUNICATE THEIR IDEAS, KNOWLEDGE, THOUGHTS AND FEELINGS

Some Montanans said the following about this dimension of basic quality education.

Some believed this dimension is

- *part of basic skills.*
- *what basic education is all about.*
- *an essential element for continued learning outside the classroom.*
- *vague.*
- *a necessity for life.*
- *basic to learning.*
- *important in order to be able to communicate what you learn to others.*
- *okay if confined to the three R's.*
- *the result of basic skills.*

Those who have difficulty in reading should have the privilege of learning through other means such as multi-media tapes, films, music, experiments.

Must have basic skills to be able to communicate.

Communication is education. This enriches the life-style and develops a well-rounded personality with fewer hang-ups.

There is a possibility of over-communicating.

Further, the concept of communication meant to some

- *greater acceptance of children's viewpoints.*
- *communication between teacher and student.*
- *parents, students, teachers being able to communicate.*
- *that basic skills are necessary to clarify thoughts and feelings.*
- *understanding others, their ideas, and knowledge and feelings.*
- *learning to listen.*
- *to learn who they are becoming.*
- *less recognized forms of communication such as dance.*

Children unable to communicate thoughts and feelings are at a complete disadvantage in all areas and situations.

Relationships with others are totally lacking without skills of communication.

Communication should not be reduced to skills; it involves courage, mutual trust, candor, real encounter.

Some thought this dimension should be changed to read

- *communicate and receive ideas, knowledge, thoughts and feelings.*
- *communicate their ideas, thoughts, knowledge and feelings and learn to listen.*
- *omit "their" so as to indicate intake and output.*
- *include only ideas and knowledge and omit thoughts and feelings particularly if sensitivity awareness is involved.*
- *clarify the inclusion of non-verbal and two-way communication.*
- *communicate their ideas, knowledge, thoughts and feelings according to individual abilities.*

Clarify the word communication.

Communication of feelings should not be compulsory.

Communication is a key place to start because little learning takes place without communication.

Education has failed if this cannot be done.

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO LEARN WHO THEY ARE BECOMING**

Montanans shared the following views about this aspect of basic quality education.

This dimension

- *starts at home.*
- *is very important.*
- *needs clarification; but is not something to be ignored.*
- *is too broad and vague.*
- *might come as a result of finding joy in learning and communicating their ideas, knowledge, thoughts and feelings.*
- *is not essential.*
- *is very closely connected to learning who they are becoming and to developing personal responsibility; we suggest that the schools are having to try to bear more and more responsibility to help students in both respects.*
- *gives a feeling of security.*
- *is important so that students get a good self-image.*
- *might result in students being able to communicate ideas, knowledge, thoughts and feelings. The parents are of paramount importance.*
- *is poorly worded.*
- *will be achieved if some of the others are.*
- *implies a static quality whereas all people are constantly changing.*
- *is vital to the schooling process if it means helping develop the students' self-concept.*
- *is not essential to the schooling process if it implies helping students find who they are in the world.*

Does this fit in to what a school can do?

Career education is important but not implied in this dimension.

Students need

- *a chance to learn who they are becoming.*
- *to cope with transition into adulthood.*
- *proper guidance. Cultural background does make a difference in self-identity.*
- *to develop a good self-image, but this varies with age and experience.*
- *a sense of self-worth. They should feel good about themselves.*
- *to begin to understand themselves.*
- *to also understand where they are going socially and economically.*
- *motivation from school counselors.*
- *self-identity in order to get along with others.*

Primary responsibility for this should be in the home.

Teachers must do their part, but parents must assume their responsibility.

Are students to mold themselves or be molded by the teachers?

Changes suggested:

- *to learn who they are and who they are becoming.*
- *rephrase to include self-worth and self-esteem.*
- *to develop a good self-image.*
- *emphasis should be placed on understanding others and becoming more aware of others.*
- *define "are becoming."*
- *to learn who I am now. This is more important than who I am becoming.*

Learning is for self-worth and self-identity.

All children must be given confidence in their abilities.

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO DEVELOP PERSONAL RESPONSIBILITY**

"The following opinions were voiced by many Montanans concerning basic quality education.

Children need to gradually assume personal responsibility at an early age to be able to become responsible adults and take their rightful place in society.

Persons not responsible to themselves cannot be responsible to others.

This dimension is needed

- *for good citizenship, job-holding, self-satisfaction.*
- *because too many people get out of school with total dependence on other people.*
- *because some of the responsibility is not learned at home and the teacher should make sure that the child does have some responsibility in school.*
- *for life.*
- *since discipline is essential to ongoing life.*
- *because people must be taught that they are responsible for their own behavior and actions.*
- *and must be developed at a young age; the school can provide many opportunities for students to develop their own responsibility.*
- *so that students can accept responsibility for their own actions.*

The school cannot do the whole job.

Each must learn to be responsible to someone for something.

Teacher should be the adult while the students have respect for adult.

Should be rephrased to include

- *personal and social responsibility (the two are inseparable).*
- *the concept of self-direction as opposed to teacher-centered programs.*

If personal responsibility is developed the social responsibility follows.

Who determines when a student has acted responsibly?

In order to affect a world in change, students need personal and social responsibility.

Some thought this dimension

- *was important but starts at home.*
- *is a shared responsibility of home, church and school.*
- *is hard for schools to do—families better.*
- *begins in the home and schools can only foster it.*
- *has to be in the school and the adults have to set the example.*
- *would be achieved as students learn.*
- *is a necessity.*
- *should come about if students had joy in learning, could communicate and learned who they were becoming.*
- *was a lifelong process.*

Less stringent discipline would be needed in schools if this dimension was achieved as students would have more respect for others.

If basic learning has taken place, personal and social responsibility follow.

Students should be encouraged to make their own decisions.

Personal responsibility fosters learning."

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO REASON CRITICALLY AND CREATIVELY**

Participants across the state responded to this dimension of basic quality education

With the following comments

- *without basic skills, critical reasoning is impossible. Creativity is hampered by lack of ability to use basic skills.*
- *a useful tool in decision making.*
- *gains importance with educational advancement.*
- *if you don't have direction, you are not an asset to society but become self-centered and non-productive. You must be directed to improve the lot of mankind. Build creatively—don't just criticize, do something constructive about the situation.*
- *very important.*
- *some can reason better than others.*
- *this should be a take-off point for other dimensions.*
- *for our survival, we need to be able to reason and form value judgments. Are instructors leading thinking too much? We need a greater amount of divergency in thinking.*
- *too much emphasis on answering questions and not enough on questioning answers. Many students study not to seek knowledge, but to get a good grade.*
- *greater development of students' own capacities—less emphasis on rote memory.*
- *to reason critically and creatively is important to every student. They must use their own minds, express their own ideas.*
- *critically, yes. Creatively, perhaps—how is it possible?*
- *begin especially in intermediate grades and continue throughout life.*
- *we believe that this dimension and the dimension "to affect a world in change" are very important. Students should be encouraged, not put down.*
- *in order to affect a world in change, students need to reason critically and creatively.*
- *this is closely related to furthering creative ability.*
- *should occur at home, in the school and in society overall.*
- *reasoning must also be logical.*
- *must learn to reason in order to relate to other knowledge.*
- *students must learn to reason before they can be critical or creative.*
- *the word critical frequently has negative overtones.*
- *students should be helped to see all sides of an issue.*

These suggestions for change were made

- *change critically to analytically.*
- *delete "and creatively."*
- *delete critically and creatively.*
- *to be critical and creative, honest and objective.*
- *to reason critically, analytically and creatively.*
- *substitute constructively or logically for critically.*
- *to reason critically and creatively according to their ability.*
- *a clear definition of critically.*

How can creative reasoning be evaluated?

It's important that children learn to reason at a very early age.

Traditional goal of education.

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO AFFECT A WORLD IN CHANGE**

"Small-group discussion regarding this dimension of basic quality education

Raised the following questions

- *what does this mean?*
- *is not this the same as reasoning critically and creatively?*
- *what type of change is implied?*
- *what does the word affect mean?*
- *why is this dimension necessary?*
- *are schools being optimistic in thinking they can achieve this?*
- *isn't this dimension implied in the others?*
- *isn't this included in social responsibility?*

If students can communicate, they can affect the world.

A lot of people cope with change but not all can change with the world.

Prompted discussion groups to offer the following changes

- *to live in harmony with a world in change.*
- *to be effective in a world in change.*
- *to cope with change.*
- *to adapt to a world in change.*
- *to help affect the changing world in a positive manner.*
- *to learn to participate responsibly in a changing world.*
- *to understand the principles of cause and effect.*
- *to be able to assume a role in a changing world.*
- *to contribute to a world in change.*
- *to understand a world in change but not expect to change it.*

Students should actively participate in shaping and directing change.

Necessary, but very few are able to affect the world.

If the other dimensions are accomplished, this will follow.

Gains importance with student maturity.

Schools should provide students with the tools and knowledge for change.

The basics must be learned first, and changes can then be adjusted to.

This is the ultimate goal of school.

Schools need to produce quality students who can accomplish this.

If we acquiesce in the stance of an onlooker, this dimension will not be accomplished.

This is very important if it means coping with change.

Change should be beneficial to all.

This is a person's maximum level of participation in society.

A good education should prepare students to accept the changes in their world."

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO ASSUME SOCIAL RESPONSIBILITY**

"Some Montanans came to these conclusions concerning this part of basic quality education.

Discussion groups stated

- *this must be learned in the home as well as in the school.*
- *it is necessary in our society.*
- *children need to learn how to get along with each other.*
- *schools must allow for non-conformity and open-mindedness.*
- *this dimension needs to be encouraged at all levels.*
- *it goes with personal responsibility.*
- *"to develop the ability to reason" should be substituted for "to assume social responsibility."*
- *no man is an island. Students must live in society with tolerance, understanding and respect for the rights of others.*
- *this should primarily be encouraged at home.*
- *students should not be encouraged to develop "let Joe do it" attitudes—instead they should work together.*
- *this has to be in the school but don't forget the adults have to set the example.*
- *it is one of the most difficult concepts to convey to students Majority rules but must expect social responsibility.*

Life is based on getting along with others, and thinking beyond yourself.

Many social problems are caused by a lack of personal responsibility.

This discussion elicited the following questions

- *what is "social responsibility"?*
- *isn't this related to "to learn who they are becoming"?*
- *shouldn't this be taught somewhere else? However, we are not opposed to teaching the political process in school.*

We feel this is the result of a personally responsible person.

Each child will someday assume some social responsibility. It is up to the teacher to orient the children in their endeavors to work with other people."

TO HELP STUDENTS TRANSFORM THEIR POTENTIAL INTO ACTUALITY, SCHOOLING SHOULD ENABLE THEM **TO FURTHER THEIR CREATIVE ABILITY**

Some Montanans responded to this dimension of basic quality education by saying

As professionals we are afraid of this term because we don't understand it. If we allowed more of this, perhaps the rest would fall into place.

Never suppress, channel constructively. Too much permissiveness has been interjected into creativity.

Provoked the following comments

- *this concept is very vague.*
- *it will promote resourcefulness.*
- *we have to have creative ability.*
- *this is basic to the person and varies.*
- *curriculum in this area should be provided for the few who are capable.*
- *innovative ideas of the children should be developed in all studies through experiences in visual, tactile, auditory and kinetic approaches.*
- *as we obtain more leisure time we need to have something to do; don't kill creativity. However, this is hard to teach.*

If you aren't creating you are dead.

Important concept for lifelong learning.

Substitutions offered

- *cultivate creative ability.*
- *stimulate creative ability.*
- *encourage creative ability. Expand creative ability in other areas as well as those they already have ability in.*
- *enable creative ability.*
- *combine with "to reason critically and creatively."*

This dimension is related to "to learn who they are becoming."

This dimension duplicates "to communicate their ideas, knowledge, thoughts and feelings."

The concept of creative ability is interrelated with "joy in learning," individuality and reasoning creatively.

Each child is a potential creator—each child has different creative abilities.

Students must be given every opportunity to use their imaginative powers, as this power is the force that changes our world.

ADDITIONAL DIMENSIONS SUGGESTED BY STATEWIDE DISCUSSION GROUPS

As noted earlier, the participants at each meeting were divided into small discussion groups. Each discussion group had the opportunity to suggest any additional dimensions which it believed essential for basic quality education. The following statements comprise their suggestions. Duplicates have been deleted.

They were interested in development of the whole child, including

- *self-attitude or attitude toward self*
- *to encourage low achievers by giving sense of personal worth—doesn't mean no grades.*
- *to find challenge at their own level.*
- *to feel needed and contributing.*
- *worthy use of leisure time.*
- *to develop physical fitness to the best of their potential.*
- *appreciate life in all its forms—because so many situations or experiences demonstrate a value to life.*

Participants again expressed their concerns regarding basic skills

- *emphasize three R's. But parents need to be educated that there is more to learning than only the three R's.*
- *basic skills.*

Some wanted students introduced to valuing in order to

- *discern the difference between random knowledge and truth, wisdom and reality.*
- *develop social values and morality.*
- *develop moral values. This is basic for the rest.*
- *acquaint and guide them with choices available.*
- *develop a mental discipline.*

Discussion groups mentioned specific subject areas. . .

- *to add bilingual programs in school (Indian, Mexican, etc.) To have a cultural background of the minority group which is at that school, to better understand them.*
- *health and nutrition.*
- *to develop knowledge of math, management of money, property, and natural resources.*

. . .as well as preparation for adulthood

- *attention to sex roles, financial care, leisure time involvement, parenthood.*
- *to be aware of the changing world.*
- *to work by actual contact in the world of work.*
- *world of work.*
- *we feel students need to know basic things that they need to live in the world, such as being able to read, write, add and subtract (at least).*

Summary

The Board of Public Education wanted to continue its dialogue with the people of Montana regarding its study of basic quality education. It believed that a continuing dialogue was needed to ensure that the Board's philosophy of education reflected the beliefs, attitudes and values of Montanans. Two major methods were used to encourage involvement: wide distribution of the interim report—including questionnaires and a toll-free telephone number—together with a series of meetings conducted across the state. The meetings were viewed as the most successful method for obtaining response and actively involving people in the study. Overall, the majority of people involved in the study believes that the definition and attendant dimensions contained in the interim report are important and necessary to the schooling process.

Recommendations

Since the educational programs and policies of schools should reflec[illegible] beliefs, attitudes and values of the people, the Board of Public Education recommends that:

1. LOCAL SCHOOL DISTRICT OFFICIALS ACTIVELY AND CONTINUALLY INVOLVE COMMUNITY MEMBERS—INCLUDING STUDENTS, EDUCATORS AND PARENTS—IN THE FORMULATION AND REVIEW OF SCHOOL GOALS AND SCHOOL POLICY.

2. THE LEGISLATURE CONTINUE EFFORTS TO INVOLVE THE PUBLIC IN EDUCATIONAL POLICIES.

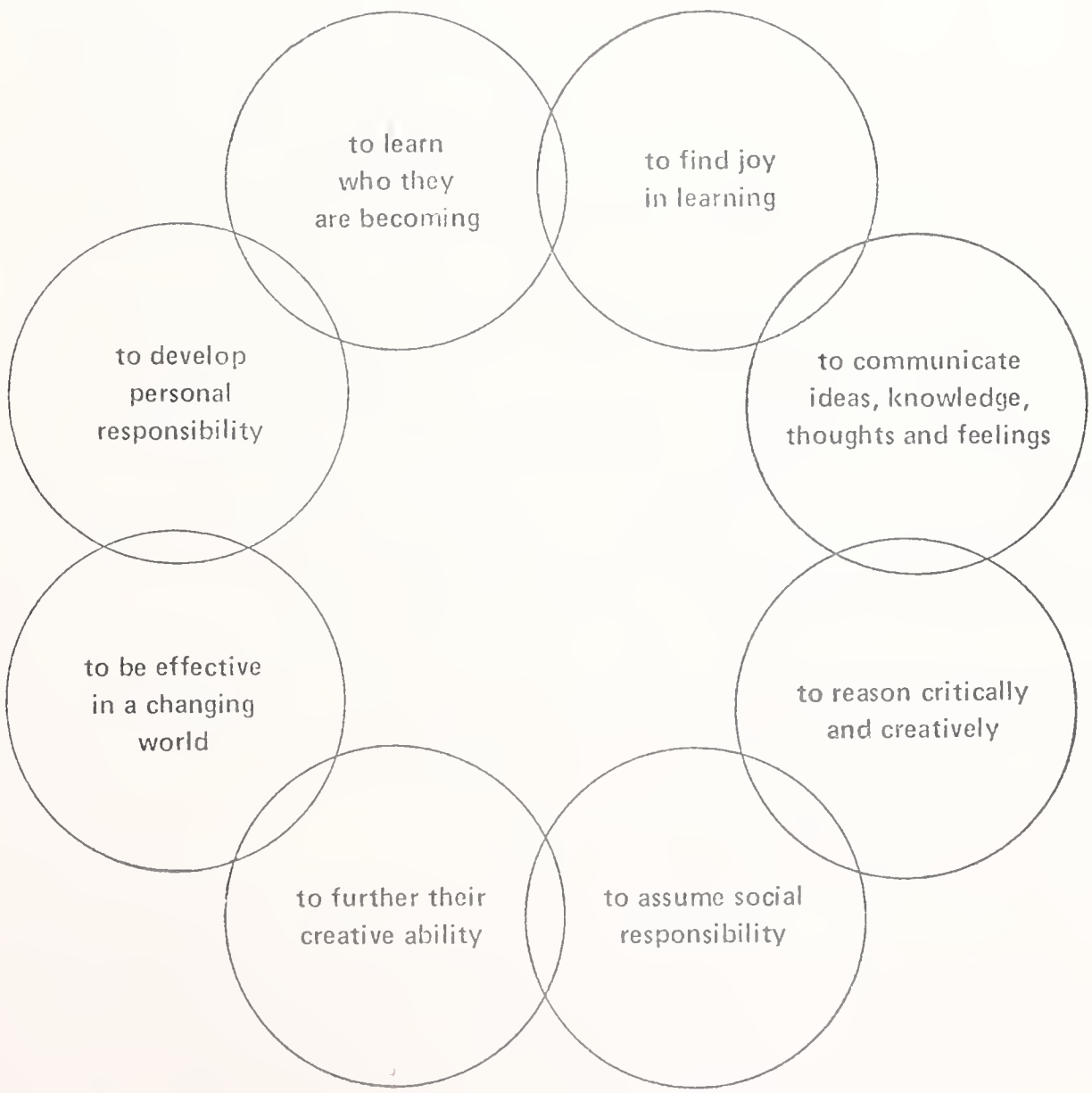
CHAPTER III

A PHILOSOPHY OF EDUCATION FOR MONTANA

The Board of Public Education has adopted the following definition of basic quality education:

> **A basic quality education is a process which can enable students to transform their potential into actuality.**

Further, the Board has identified eight dimensions inherent to the definition. Each is of equal importance; all are interrelated. To help students transform their potential into actuality, schooling should enable them



The definition and attendant dimensions constitute a student-oriented philosophy of education. They define schooling as a process which enhances the development of the total person—body, mind and feelings.

As noted in the previous chapter, the majority of the people involved in this study believe each dimension to be necessary to the schooling process. Therefore, the dimensions that first appeared in the interim report have been retained with only slight modifications. Minor changes were made to clarify two dimensions that proved most confusing.

Although comments made by people participating in the meetings constitute strong support for the dimensions, they also revealed certain concerns, namely: (1) basic skills were not sufficiently emphasized, (2) some of the dimensions could be combined, and (3) educators alone could not assume all the responsibility for helping students achieve the dimensions.

Acquiring the basic skills of reading, writing and arithmetic is inherent in the definition and dimensions. Basic skills are essential; they are vital tools which facilitate student growth and lifelong learning. The Board believes that the teaching of basic skills is one of the prime functions of schooling. The Board did not see the definition and dimensions of basic quality education as detracting in any way from the basic skills foundational in American education. Rather, members view the basic skills as permeating each dimension so that intellectual and attitudinal growth occur simultaneously, mutually reinforcing one another.

A number of persons thought that some dimensions might be combined or included with others. While the Board recognizes the interrelation of all the dimensions, it believes that each dimension covers an important area on which attention must be focused.

The Board recognizes that responsibility for helping students achieve the dimensions belongs not solely to schools but also to the family and other social institutions. The Board also recognizes that schooling is only one part of a person's lifelong education. Students do no learn in a vacuum; they are affected both intellectually and emotionally by the cumulative experiences that happen to them in and out of school. The definition and dimensions explicitly state the immediate responsibility of schooling and implicitly aid in the lifelong learning that constitutes a full education.

Dimensions

The following descriptions of each dimension further clarify concerns raised throughout the study. They also present the Board's rationale and purpose for each dimension. In addition, they incorporate ideas expressed in the interim report together

with ideas from those who shared their views with the Board. Further, the descriptions indicate the interrelatedness of the dimensions.

To help students transform their potential into actuality, schooling should enable them **to find joy in learning**.

For the full educational development of an individual to take place, there must be desire or motivation to learn. The "joy in learning" dimension recognizes that positive attitudes and feelings toward learning make the mastery of all skills and knowledge an easier task. Students who find learning an invigorating, zestful process are usually motivated to continue learning—not just in school, but outside of it—throughout their lives. As one community member put it, "The child who enjoys learning will continue to learn."

This dimension was rated as very important by participants at the meetings; people believed in the concept. A few people, however, were uncomfortable with the word "joy"; some substitutions suggested were fulfillment, satisfaction, gratification, desire. While the word joy has been retained, the dimension includes all their ideas.

"Joy in learning" does not negate the fact that learning is often difficult. People commented that young children are eager to learn, even when the learning is difficult; they find it fun and enjoy the challenge. Yet, too often this eagerness seems to diminish the longer they are in school. The intention of "joy in learning" is to retain and enhance the natural curiosity and desire of the child to learn.

In order to achieve this dimension, many people believe two things are necessary. One is success; successful, gratifying learning experiences increase self-confidence and the desire to continue learning. Second, more attention ought to be given to the individual and how the individual learns in concert with other individuals. Since joy is different for each person, it is important that learning experiences be structured with this in mind. The potential of the learner will be realized more fully if the mastery and application of basic skills are enjoyable.

It is the hope of the Board that this dimension will instill a positive attitude toward learning that will carry throughout a person's lifetime.

* * *

To help students transform their potential into actuality, schooling should enable them **to communicate ideas, knowledge, thoughts and feelings.**

Basic communication skills—reading, speaking, listening, writing, visual literacy—are tools individuals need in order to explore themselves and the world in which they live. Without these skills, communication of ideas, knowledge, thoughts and feelings is

impeded. "If a student can't communicate, then learning has no value," is an idea that was expressed numerous times. To many people, communication skills are "basic education."

Communication, always a two-way process, involves a sender and a receiver. Listening skills are an important part of communication. In order to emphasize this two-way process, the word "their" that originally appeared in this dimension was deleted. Students will listen and express themselves when they are communicated **with** and not simply talked **at**.

The teaching of communication skills includes feelings as well as ideas so that the emotional and intellectual growth of the student can occur simultaneously. As one parent put it, "Schools may do a reasonable job of teaching writing and reading, but seldom teach or help in exploration and communication of thoughts and feelings."

Communication skills are an integral part of every subject taught. Their mastery will assist in the fulfillment of the other dimensions.

* * *

To help students transform their potential into actuality, schooling should enable them **to learn who they are becoming.**

A sense of self-worth and self-identity gives an individual direction in life. Schools share with the home and other institutions responsibility for helping a student develop self-awareness. The fostering of students' self-worth and identity will occur in an educational system which helps students become aware of their humanness and the humanness of others along with a respect for their own dignity as human beings.

A majority of people who responded to the definition and dimensions in the interim report agreed that children's self-image and self-worth play an important role in their ability to learn; discovery of self is a basic foundation of learning. However, some people did suggest that this dimension be changed to read "to learn who they are." At the same time, people were aware that self-development is a "lifelong process," a process affected by all the experiences an individual has. It is this latter concept that the Board of Public Education wishes to express through the word "becoming." As educators structure the school environment and curriculum, they must be cognizant of the lifelong process of "becoming." The teaching of basic skills can be done in a manner that allows students to use these skills as tools to discover more about themselves, who they are, and who they are becoming. Personal responsibility and the natural curiosity to learn will be stimulated as students learn more about themselves.

* * *

To help students transform their potential into actuality, schooling should enable them **to develop personal responsibility.**

An educational system needs to foster the development of persons who, in addition to being able to make responsible judgments, can accept the consequences of those actions. Personal responsibility demands self-discipline. The development of personal responsibility requires that students be given opportunities to make decisions and, at the same time, to know they are responsible for those judgments. Students will more fully develop their potential in a system that helps them clarify their beliefs, attitudes and values, that gives them opportunities to act, and that allows them to understand the resultant consequences. This dimension recognizes the importance for students to be respected as individuals.

"A person who is not responsible to self cannot be responsible to others," was a comment made by one parent. The Board realizes that personal responsibility cannot be developed solely in school; it is also developed and influenced by the home and other institutions. The development of personal responsibility results in students who are self-directed learners.

A suggestion was made that personal responsibility could be combined with social responsibility. The Board believes that each should stand as a separate dimension, as each speaks to a separate facet of a person's development.

* * *

To help students transform their potential into actuality, schooling should enable them **to reason critically and creatively.**

Developing a student's ability to solve problems, to synthesize facts, to form hypotheses and apply ideas has always been one of the primary purposes of education. Achievement of this purpose requires that students learn how to question, be given a chance to explore many interpretations of an issue and be encouraged to be creative—to utilize the facts and figures they have accumulated.

Many individuals believe that the ability to reason critically and creatively is the main purpose for teaching basic skills. However, the Board learned that a number of people thought few students could reason creatively. Perhaps this is the result of what one parent called "too much emphasis on answering questions and not enough on questioning answers."

This dimension embraces the concepts of constructive, analytical, objective thinking. The word "critically" implies careful judgment and evaluation. Thus, critical thinking may result in either positive or negative judgments. In addition, the dimension includes creative reasoning. This latter concept calls for the application of critical thinking skills to

both facts and ideas—critical and creative thinking skills are particulary important in an information-rich society such as ours. Students who can question critically and reason creatively will increase their ability to communicate, will further their self-development, and will be effective in a changing world.

* * *

To help students transform their potential into actuality, schooling should enable them to be effective in a changing world.

The ability to apply critical and creative thinking to accumulated data is important in a rapidly changing world. Learning to live in a rapidly changing society requires knowledge of how change occurs and how it affects the individual and society. Students need to be given the tools to live in a world none of us has yet experienced.

The wording of the proposed dimension "affecting a world in change" proved the most confusing to those persons participating in the study. As a result of their comments, the wording was changed. However, participants indicated their belief in the concept of students contributing to the world in which they live. As one community member said, "This is a person's maximum level of participation in society."

Students can contribute to change within the school and community. Involving them now can prepare them for participation as adults. The ability to reason and the ability to communicate are essential skills for effective participation in a changing world.

It is important to note that "to be effective in a changing world" implies the necessity for students to explore their interests, avocations, beliefs, attitudes and values. Many changes will continually affect whatever decisions students make. How they respond to change will influence their self-development and their assumption of personal and social responsibilities.

* * *

To help students transform their potential into actuality, schooling should enable them to assume social responsibility.

Helping students become aware not only of themselves but of others is one of the responsibilities of schooling. Awareness alone, however, is not sufficient; students need to translate that awareness into action. Schooling can provide students opportunities to understand and experience democratic processes. Actual experiences in democratic processes can lead to individuals who are open-minded, politically effective and concerned with justice.

"We need to be more concerned about others," was a comment frequently made by people who participated in the study. They also believe that the home aids in the development of a child's social responsibility. Social responsibility can be encouraged in

students by allowing them to make more decisions within the school. Teachers can help equip students with the tools needed to assume this responsibility—the ability to reason, communicate and accept some responsibility for others.

* * *

To help students transform their potential into actuality, schooling should enable them **to further their creative ability**.

Creative ability does not refer only to "the arts." It involves an entire approach to learning and to life. There was a feeling among participants that schools have not fostered the creative abilities of students, that in many instances, the schools have, in fact, stifled them. This dimension is based on the belief that all people are creative, and creativity needs to be nurtured within an educational system so that new approaches to learning and living can be explored.

One teacher commented, "As professionals, we are afraid of creativity because we don't understand it. If we allowed for more creativity, perhaps the rest of education would fall into place."

Encouraging creativity can make the schooling process more enjoyable for students and teachers. It can increase self-development as it nurtures the problem-solving capabilities of the individual. For this to happen, the creativeness of each person should be recognized. Each person is uniquely talented, and these talents must be developed and used. They are essential to a world which is changing rapidly and which demands a variety of talents for a creative existence.

Summary

The definition and attendant dimensions of basic quality education are interdependent. Each dimension is of equal importance. They comprise a student-oriented philosophy of education for Montana, addressing the question: "What should students be as a result of the schooling process?" The philosophy, reflecting the views of Montanans who participated in the study, provides direction for public schooling in Montana.

Recommendations

As a significant step toward implementing Article X, Section I, of the 1972 Montana Constitution that states, "It is the goal of the people to establish a system of education which will develop the full educational potential of each person," the Board of Public Education recommends that:

3. LOCAL SCHOOL DISTRICTS CONSIDER THIS PHILOSOPHY OF BASIC QUALITY EDUCATION ADOPTED BY THE BOARD IN REVIEWING THEIR WRITTEN PHILOSOPHIES OF EDUCATION.

4. LOCAL SCHOOL DISTRICTS IDENTIFY CURRICULUM NEEDS RELATED TO THE DEFINITION AND DIMENSIONS OF BASIC QUALITY EDUCATION.

CHAPTER IV

NEEDED REGULATORY CHANGES

Introduction

At present, the general framework for education in Montana is provided by the school laws of Montana (Title 75, R.C.M. 1947) and the standards for accreditation of Montana schools. Though both were discussed briefly in the interim report, it seems appropriate to continue that discussion.

Legislatively Mandated Curriculum

Early regulations and guidelines for education in Montana were statutory. Today, statutes still outline several subjects to be taught in elementary, middle, junior high and high schools.

Section 75-7503, R.C.M. 1947, states:

> All elementary schools shall be taught in the English language. Instruction shall be given in reading, penmanship, mathematics, language arts, social sciences, science, health, physical education, music and art. Instruction may be given in additional subjects when approved by trustees.

Section 75-7504, R.C.M. 1947, states:

> All middle schools, junior high schools and high schools shall be taught in the English language. Instruction shall be given in accordance with the requirements of the standards of accreditation adopted by the board of public education. Such standards shall require instruction in English, American history, American government, mathematics, science, health and physical education. Instruction may be given in additional subjects when approved by the trustees.

Other subject areas specified in the statutes relate to conservation, dating from 1887 (§75-7509); alcohol and drug abuse, dating from 1903 (§75-8901); music, dating from 1951 (§75-7508); and traffic education, dating from 1965 (§75-7901). In some instances, specific courses are required; in other instances, the instruction may be integrated into related courses.

Since statutes do prescribe certain courses to be taught in schools, it has been suggested that perhaps a broad framework for education in Montana can be drawn from them by inference. However, the statutes still do not answer these questions: Why should students study these subjects? What is the purpose of our schools? What should schools

be accomplishing for their students? Hence, the Board concludes that the statutes in themselves do not define basic quality education. Moreover, the Constitution requires the Board to exercise general supervision over the public school system; therefore, the Board should have the authority to establish and waive curriculum requirements as the need arises.

Ideally, curriculum and school experiences reflect the needs of the people. Individual school districts may have specialized needs that can be met only by offering specific curriculum. Due to the numerous courses currently mandated by state law, it is often difficult for a local school district to offer additional courses it deems necessary. In addition, recent experience in Montana has proved that school districts and teacher training institutions have been ill-prepared—both programmatically and fiscally—to implement all the courses legislators mandate or consider mandating. Therefore, determining broad curriculum requirements at the state level should be the province of the Board; it meets more frequently than does the legislature, and its sole business is education.

Accreditation Standards

The Board of Public Education and the Superintendent of Public Instruction share responsibility for setting state guidelines for public education in Montana. The standards for accreditation of Montana schools—adopted by the Board on the recommendation of the Superintendent—are the other major source of state regulations regarding schools.

In general, the standards relate to the administration of schools, school personnel, the school program and school facilities. Where necessary, the standards reflect statutory provisions. The standards specify, and thus answer, the minimum requirements for a host of questions including these: At what student ratios must principals, counselors, teachers or librarians be employed? How many resources should be in a school library? Are facilities adequate, healthful and safe? What courses does a student need in order to graduate? Generally, the standards are concerned with the organizational structure and the setting in which the learning process takes place.

A major section of the standards outlines a minimum program of instruction for schools. For example, the following citation from the standards shows the minimum program of studies for a junior high school.

> 313.2 Junior High School:
>
> Each junior high school must offer the course work listed below.
> Language arts: 3 years. Social sciences: 3 years. Mathematics: 3 years. Mathematics offerings are to include both algebra and general math in grade 9.

> Science: 3 years. Health and physical education: 3 years. Fine arts: music for 3 years; art for 3 years. Practical arts: 2 years. Practical arts includes home economics education and industrial arts. Drug and alcohol abuse. In grade 9, units of credit must meet high school requirements as described in Standard 312.1.

The Board recognizes that the accreditation standards do not fully describe basic quality education. Rather, the standards "establish a measure of adequacy by specifying for schools the 'minimums' upon which a quality educational program can be built."[1] Further, in addition to outlining minimum programs of studies for schools, the standards frame the organizational structure and suggest the atmosphere in which basic quality education can occur. Beyond these major purposes, the standards and the accreditation process determine eligibility for state equalization aid (a non-accredited school is not eligible for such aid) and guarantee students the benefits of attendance in accredited schools.

The standards were revised for the first time in ten years in 1971, and the Board in 1973 adopted a policy for continuing review:

> Integral to the process [of review] were three major premises:
> 1) that standards cannot be static if they are to reflect changing educational concepts and goals, 2) that more qualitative measures needed to be introduced and 3) that self-evaluation and long-term educational planning should be reflected. . . . Believing that periodic review of the standards is vital, the Board regularly will entertain recommendations for revision of the standards on a biennial basis each even-numbered year.[2]

The Board is currently engaged in the first steps of its biennial review of the standards which will be completed in March 1976. Since the definition and dimensions do describe basic quality education, the Board plans on revising the standards to provide local school districts flexibility to develop programs designed to reflect and facilitate basic quality education.

Summary

At the present time, education in Montana is prescribed by state statutes and state standards for school accreditation. Neither the statutes nor the standards define basic quality education. Determining broad curriculum requirements for the state should be the province of the Board. Further, the Board plans on revising the present accreditation standards to reflect more fully the definition and dimensions of basic quality education.

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[1] *Standards for Accreditation of Montana Schools,* Second Edition. Preface, 1973.
[2] *Ibid.*

Recommendations

So that the Board of Public Education will not be impeded in exercising its constitutional duties and responsibilities for public schools, it recommends that:

5. THE MONTANA LEGISLATURE REPEAL ALL STATUTES MANDATING CURRICULUM.

6. THE MONTANA LEGISLATURE REFRAIN FROM MANDATING CURRICULUM.

CHAPTER V

EDUCATION: A SHARED PROCESS

Introduction

The definition and dimensions of basic quality education constitute a philosophy of education for Montana. The Board encourages local school districts to reflect this philosophy in their policies and to provide basic quality education for students. Since education is truly a shared process, providing basic quality education will require not only effort on the part of educators but also on the part of students and community members.

Commonly, education has been defined as the art of schooling. While the terms "education" and "schooling" are frequently used interchangeably, they are not synonymous. As expressed earlier, schooling is but one facet of a person's lifelong education. Yet, it is often implied that there is only one way to become educated, one way to reach maturity, one way to become a respectable citizen: by attending school for at least twelve years. Schools provide the formal structure in which the education of youth can begin. Schooling is intended to give youth the skills, capabilities and understandings needed to make the transition to adulthood and continue lifelong learning.

The initial responsibility for instruction and school environment rests with public school educators and teacher training institutions. However, community members and students also share in the responsibility. This chapter discusses the effect the definition and eight dimensions can have on the present schooling process as well as various methods in which responsibility for schooling can be shared.

Community Participation

In recent years, the purpose, effectiveness and organizational structure of schools have been the subject of nationwide debate and criticism. As a result of these concerns, a number of citizen groups have been formed. While their specific purposes may vary, these groups generally are asking for a more active voice in school policy. As public institutions, schools should both serve the public and involve it in the schooling process. Many schools in Montana already exhibit ways in which the public can be involved.

Community members should be encouraged to help schools establish and implement policies which further development of basic quality education. Advisory committees are one method for facilitating this shared responsibility. Another forum is the school board meeting. These meetings provide opportunities for school administrators to inform the public regarding school goals and activities while at the same time to learn from the community its views. Effecting basic quality education requires educators and community members to work together.

Another way for community members to become involved in schooling is for them to assist with the instruction of students. Many schools welcome volunteers to help with individual or small-group instruction, library work, clerical tasks and extracurricular activities. Community members could also give lectures, hold seminars or teach mini-courses in areas of their expertise. The willingness of community members to actively involve themselves in the schooling process provides students with a practical example of social responsibility.

In addition, the community can provide schools with alternative and supplemental learning forums and experiences for students such as businesses, professional offices, laboratories, clinics and museums. Alternative learning experiences offer students the opportunity to reason critically and creatively, to develop personal responsibility and to become aware of the changing world of work. Positive attitudes toward learning are, can and should be mutually fostered by the school and community working together.

School Environment

The atmosphere in which schools provide instruction is as important as the instruction itself. The school environment, often characterized as the hidden curriculum, refers to the way students are taught, to the manner in which they are treated, to the atmosphere which pervades the entire school—in short, all aspects of the schooling process other than the formal subject area content. Responsibility for setting the tone of the school environment belongs to all who are involved—local trustees, administrators, teachers, students, instructional aides, counselors, librarians, cooks and janitors. Each influences the atmosphere in which students learn formally and informally.

A school environment which is supportive of individual student needs can be a forceful aid in the development of individual human dignity. The school environment should convey an openness to others' views, a respect for others' rights, a sense of justice, and a concern for people. A supportive school environment encourages individuals to inquire, to question and to exchange ideas; in addition, it fosters personal responsibility. Thus, the school environment either promotes or negates basic quality education.

The school environment is critical to the learning process. In recent years, students have voiced concerns regarding school environment, saying that it often exemplifies arbitrary authority, required completion of assigned tasks with no salient purpose, and detached custodial care. The organizational structure of a school and the classroom environment are significant factors in determining whether or not basic quality education is achieved.

The Classroom

Generally, students spend 180 days in school each year, with the majority of their school time spent in the classroom. Therefore, it is primarily in the classroom where basic quality education occurs. It would be absurd to suggest that offering eight additional courses on the dimensions would ensure basic quality education. Rather, implementation of basic quality education means incorporating the philosophy into the curr[illegible] school experiences.

The philosophy is based on the belief that intellectual growth occurs only with emotions being involved. Classes should be structured recognizing that intellectual and emotional growth are inseparable. How can a teacher structure the content of an English, math or shop class so that a student develops intellectual and emotional maturity? What resources are available? As a partial answer to this need, a teacher's guide to in-depth resources has been developed.[1] Of course, the use of resources in and of itself will not guarantee that the subject matter presented is facilitating a humane education. Educators who are committed to the idea that the development of the total child is important will strive to reflect this commitment in their classroom curriculum experiences in a variety of ways.

Traditionally, students have been the recipients of information and skills. The student role has been mainly a passive one. As stated in the recent *Report of the Panel on Youth of the President's Science Advisory Committee:*

> Perhaps a basic characteristic of the school as a social system nearly everywhere is that the student role is essentially passive. . . .But the passivity seems to take on new qualities when it is shared among a very large number of young people, prolonged over many years, and involved in relations with specialized teachers who know little about the students as individuals. And the deepening passivity promotes counterforces: a seeking by the young of autonomy and activity in the world of their own—the youth culture—and a highly resentful reaction to what they are asked to do as students.[2]

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[1] A *Teacher's Resource Guide,* developed by the Superintendent of Public Instruction in conjunction with the Board of Public Education as a result of the Basic Quality Education study, is available on request.

[2] Coleman, James S., et al. *Youth: Transition to Adulthood: Report of the Panel on Youth of the President's Science Advisory Committee.* (Chicago: University of Chicago Press, 1974), p. 81.

This passive role will change when students become actively involved in the learning process—experiencing as well as perceiving, speaking as well as listening, integrating ideas with feelings.

In essence, then, one role of a classroom teacher is that of developing course content that relates to students' beliefs, attitudes, values, emotions, and interests. Some teachers might want additional training in developing course content that reflects the philosophy of basic quality education. For some, training will add to present skills; for others, it will be an introduction to new ideas and methods. Inservice training programs should provide teachers with experience in techniques and methods for facilitating and integrating emotional and intellectual growth. The training programs currently provided by some school districts in Montana could serve as models for schools wanting similar programs. In addition, training for prospective teachers should focus also on methods that facilitate basic quality education. In light of this, a brief examination of the present standards for training and certification follows.

Teacher Training

At present, the program of training for a prospective teacher is determined by the course requirements of an approved teacher education program of an accredited college or university together with state certification laws and requirements. Teacher training institutions in Montana develop and approve their own individual programs. In developing programs, each institution is guided by the policies[3] that have been adopted by the Board of Public Education in conjunction with the Superintendent of Public Instruction, and by certification laws.[4] It should be noted that certification laws and policies do not specify the curriculum a prospective teacher must take. Therefore, each teacher training institution decides for itself what courses will be required of prospective teachers. Teacher certification depends in part on successful completion of those course requirements.

Greater flexibility is needed in the course of studies prescribed by teacher training institutions. At present, a prospective teacher must take certain courses, a specified number of units and attend an accredited institution. But there is an increasing number of individuals who possess the abilities, skills and talents to teach even though they have not graduated from an accredited teacher training institution. Many persons have equivalent experiences which provide them with the same competencies as those possessed by people

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[3]See *Certification of Teachers and School Administrators in Montana,* Sixth Edition. Office of the Superintendent of Public Instruction, July 1973.

[4]§75-6001 through §75-6010 R.C.M. 1947 delineate the certification laws and the authority and responsibility for carrying out the laws.

who have taken the prescribed program at a teacher training institution. Teaching certificates should not be denied to these individuals, or much talent and expertise will be wasted.

The publication of this report provides an opportune time to further examine questions such as "What makes a good teacher?" "What should constitute required teaching competencies?" Answers to these questions can contribute additional ideas to be used for a re-evaluation of teacher training programs and attendant certification processes. In exploring these questions, all segments of the public, including educators, should be brought together to share ideas and come to consensus on teaching competencies as related to basic quality education.

The Board hopes that an examination of teaching competencies will focus on the experiences and skills needed to develop teachers—teachers who can foster in students a willingness to accept responsibility for their learning and an awareness of themselves and the world in which they live.

Agreed upon teaching competencies will affect teacher training institutions, since their programs will need to reflect these competencies. In the meantime, teacher training institutions can accelerate their role in influencing the decisions being made. Demand for additional teachers has lessened considerably; therefore, teacher training institutions may now concentrate greater effort on improving training programs. They can devote more time to developing better methods for screening potential teachers, experimenting with varied learning techniques, discovering more about the skills and abilities required for successful teaching and learning, assisting in the training of teachers already in the classroom, and finding creative approaches to teacher training. It is important that teacher training institutions assume a more active role in helping teachers implement basic quality education in the schooling process.

Summary

Schooling is one facet of education, whereas education encompasses a person's total life experiences. The initial responsibility for instruction and setting school environment rests with public school educators and teacher training institutions. However, community members and students also share in this responsibility.

The school environment or hidden curriculum is as important as the instruction that takes place in classrooms. It is necessary that the school environment reflect the intent of the definition and dimensions of basic quality education. In order for classroom teachers to effect basic quality education, they need to have materials, resources and training. Above all, they must be committed to facilitating the growth of the whole child.

Training programs for prospective teachers are determined by the course requirements of an approved teacher education program of an accredited college or university together with state certification laws and requirements. These requirements should be re-evaluated in light of the definition and dimensions. When teacher competencies have been established, they will affect the requirements of teacher training programs. Teacher training institutions can play a significant role in preparing teachers to implement basic quality education.

If basic quality education is to be effectively implemented across the state, community members, students, educators and teacher training institutions must share the responsibility.

Recommendations

In order the effectively implement the definition and dimensions of basic quality education in local school districts throughout Montana, the Board of Public Education recommends that:

7. TIME BE SCHEDULED BY SCHOOL BOARDS FOR COMMUNITY MEMBERS TO PRESENT THEIR CONCERNS.

8. ALL SCHOOL BOARD MEETINGS BE OPEN, IN CONFORMANCE WITH STATE LAW, AND BE PUBLICIZED.

9. LOCAL SCHOOL DISTRICTS EXAMINE THEIR SCHOOL ENVIRONMENT TO DETERMINE IF IT IS CONDUCIVE TO THE IMPLEMENTATION OF BASIC QUALITY EDUCATION.

10. LOCAL SCHOOL DISTRICTS INVESTIGATE ALTERNATIVE LEARNING ENVIRONMENTS AND OPPORTUNITIES BOTH WITHIN AND OUTSIDE THE SCHOOL AS A FURTHER MEANS OF MEETING THE PARTICULAR NEEDS OF ITS STUDENTS.

11. LOCAL SCHOOL DISTRICTS DESIGN AND OFFER INSERVICE TRAINING TO PROVIDE TEACHERS WITH THE CAPABILITIES AND SKILLS NEEDED FOR IMPLEMENTING BASIC QUALITY EDUCATION IN THE CLASSROOM.

12. TEACHER TRAINING INSTITUTIONS DEVELOP PROGRAMS:

    A. OF INSERVICE TRAINING FOR TEACHERS TO FACILITATE CLASSROOM IMPLEMENTATION OF BASIC QUALITY EDUCATION, AND

    B. TO PREPARE PROSPECTIVE EDUCATORS FOR TEACHING WITHIN THE FRAMEWORK OF BASIC QUALITY EDUCATION.

13. POSTSECONDARY INSTITUTIONS IN THE STATE REVIEW THEIR APPROVED TEACHER TRAINING PROGRAMS TO ENSURE STATEWIDE UNIFORMITY IN COURSE REQUIREMENTS.

14. THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THROUGH CONTINUING INSERVICE TRAINING PROGRAMS, PROVIDE ASSISTANCE TO LOCAL SCHOOL DISTRICTS FOR IMPLEMENTING BASIC QUALITY EDUCATION.

15. INTERESTED PERSONS EXAMINE THE QUESTION OF WHAT CONSTITUTES TEACHING COMPETENCY. AS A CONSEQUENCE, TEACHER TRAINING PROGRAMS AND CERTIFICATION REQUIREMENTS SHOULD BE UPDATED TO REFLECT THE TEACHING COMPETENCIES AGREED ON.

16. THE BOARD OF PUBLIC EDUCATION AND THE BOARD OF REGENTS EXPLORE AND PRACTICE COOPERATIVE EFFORTS IN THE AREAS OF:

    A. REVIEWING TEACHER EDUCATION PROGRAMS AT PUBLIC AND PRIVATE COLLEGES IN THE STATE; AND

    B. REVIEWING PROCEDURES OF PROGRAM APPROVAL USED BY TEACHER TRAINING INSTITUTIONS.

CHAPTER VI

FINANCE

Introduction

When the Senate requested the Board of Public Education to prepare a definitive description of basic quality education, it stated that it would use this description "in consideration of future budgetary schedules for public education."

The description of basic quality education is expressed in the definition and dimensions developed by the Board. It is broad enough to allow for a variety of financial interpretations. Rather than choosing one interpretation and working to fix a dollar cost on the definition and dimensions—a virtual impossibility—the Board decided to make several recommendations which it believes would be appropriate for the financing of public education in Montana. Adequate financing of schools alone, of course, will not guarantee basic quality education.

A prime concern of the Board is to see that adequate funding is available to local school districts for carrying out their educational programs and implementing basic quality education. As the Board explored the problem of school finance, it considered national trends, current Montana practices and local district needs. Based on information gathered, the Board formulated several recommendations.

National Trends Affecting School Finance

Equity. In recent years, there has been much discussion as to the purpose and effectiveness of the public school system. Numerous reports have appeared on this subject, some stimulating major educational reforms. As reforms have been enacted into law, legislators and state courts have questioned the implications the reforms have for financing public education. The questions focus on two basic issues: (1) monies for public education are often inadequate; and (2) available funds are generally distributed so that the individual needs of children are not being met.[1]

A partial solution to these problems can be found in the concept of "fiscal equity." "Fiscal equity," "resource equity," and "fiscal neutrality" are all terms describing a financial system in which money is allocated on the basis of student need and not on the

[1]National Education Finance Project, *Future Directions for School Financing* (Gainesville, Florida: National Finance Project, 1971), p. 1.

basis of community or district wealth. Several states have adopted legislation based on this concept.

California set a precedent for fiscal reform in the case of *Serrano v. Priest.* In that case, the state supreme court decided that equal educational opportunity is a "fundamental interest" for all children.[2] This decision placed the opportunity for each child to an equal education on a level comparable to other constitutional rights, such as freedom of speech.

In summarizing the situation, the California courts decided that "the major determinant of educational expenditures was the wealth of a school district as measured by the assessed value of its real property, . . .and the amount of money available to a school district was a key factor in the ability of the district to produce a high-quality educational program. . . ."[3] In essence, the court found that wealthier districts can more easily provide their students with a quality education. As a result of the decision in the *Serrano* case, fiscal reform attempting to achieve fiscal equity is still taking place in California.

In the related case of *Robinson v. Cahill*, the New Jersey Supreme Court decided that ". . .discrepancies in dollar input were sufficient criteria for determining differences in educational quality."[4]

Significantly, eleven states have suits similar to these pending; in addition, most states have financial systems susceptible to cases like *Serrano* and *Robinson.*[5]

Comprehensive fiscal reform legislation became operational in Maine on January 1, 1974.[6] Many states have introduced reforms covering some portions of their schools' total expenditures while excluding others. Reform in Maine, however, equalizes all school expenditures, including special and vocational education, transportation and building costs. In addition, Maine will limit local add-ons to 2.5 mills per year, and these will be "power-equalized" in that the state will guarantee $50.00 per pupil per mill irrespective of property value. Any local yield above this amount will be placed in the state treasury, and any local deficiencies will be paid from this fund. The effect is to make all districts equal in their power to raise dollars for schools.

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[2]*Serrano v. Priest,* 5 Cal. 3d 584, 96 Cal. Rptr. 601, 487 P. 2d 1241 (Sup. Ct. Cal. 1971) and Mem. Opinion Re Intended Decision, *Serrano v. Priest,* No. 938, 254 (Super. Ct., Los Angeles, Cal., filed April 10, 1974), p. 23. Hereinafter referred to as Mem. Opinion, *Serrano.*

[3]Mem. Opinion, *Serrano,* p. 8.

[4]"Equity in School Finance: Fundamental Right?" *Compact,* May/June 1974, p. 28.

[5]*Ibid.*

[6]Chapter 556, Laws of Maine 1973; 20 M.R.S.A. Secs. 3711-3713.

(The method of "district power equalizing"[7] can equalize the taxing power of school districts. In this method, the tax base of each district is standardized to depend on financial need determined by student enrollment. For every district, the state *guarantees* the same amount of revenue per student per mill. The amount of revenue per student depends only on "tax effort" of the district as measured in mills, not on local property wealth. In the simplest situation, the guaranteed rate per student per mill is set at the statewide average[8] and the state treasury is merely a mediator between poor and wealthy districts.)

Over a three-year transition period in Maine,[9] the dependence of school finance on statewide property taxes (traditional in most states, including Montana) will be reduced to 40 percent. Montana is one of many states—others include Kansas, New Mexico, Florida, Wisconsin, and Michigan—that has enacted legislation which has brought greater equity to the collection and the distribution of school finances.

Special Programs. Changes in fiscal policy also are reflected in how funds are allocated for students with special needs. Programs for disadvantaged and handicapped children, for vocational and adult education and for students with special needs all cost more than regular elementary and secondary school programs. Some states now provide districts funding proportional to the number of students having high cost needs. Florida, South Dakota, Delaware, Mississippi, Texas and Kentucky are among the states that do this. In Florida,[10] the cost factor calculations are complicated but comprehensive. A regular student in grades 4-10 is assigned a value of 1.00. All other students are assigned a higher value proportional to the cost estimated for their needs. For instance, special education students who are homebound have a cost factor of 15.00—fifteen times that of the average child in grades 4-10. Regular students in grades 11-12 have a cost factor of 1.10.

This fairly comprehensive finance model, developed by the National Education Finance Project,[11] also was used as the basis for a new finance plan in New Mexico. The program enacted in New Mexico this year links the state's share of public school finance

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[7] W. Norton Grubb, *New Programs of State School Aid* (Washington, D. C.: National Legislative Conference, 1974), pp 58-60 and brief for the Urban Coalition and the National Committee for Support of the Schools as Amici Curiae at 39-41, *Serrano v. Priest*, 5 Cal. 3d 584, 484, P 2d 241, 96 Cal. Rptr. 601 (1971).

[8] See Appendix E, Table E-1, for the Montana statewide average of taxable valuation per ANB for 1974-1975.

[9] In Maine, state support amounted to approximately 33 percent of the total public education cost in 1973-1974. The legislature declared its intent to provide 60 percent of the total cost of education from state tax sources and it implemented the increase to 50 percent in 1974-1975. Thus, the dependency on statewide property taxes will eventually be reduced from 67 percent to 40 percent.

[10] Institute for Educational Finance, *Cost Factors of Education Programs in Florida* (University of Florida, Gainesville, Florida, 1974) p. 54.

[11] National Educational Finance Project, *Alternative Programs for Financing Education,* Volume 5, (Gainesville, Florida: 1971), National Educational Finance Project, p. 156+.

to the cost differential for each particular segment of the school program.[12]

Total Cost. School finance policies are changing for other reasons, including inflation. The total cost of education is continually growing, both because more money is needed to guarantee better programs and because teachers' salaries have been expanding to match other professional salaries. Figures released by the National Education Association show an increase of 37 percent in teachers' salaries between 1960-1961 and 1970-1971, discounting inflation.[13]

In addition, greater resources are being used to evaluate the cost effectiveness of the school system itself. There have been experiments in which a variety of business administration techniques have been adapted to school administration in an effort to increase the accountability of schools with respect to pupils, administrators, teachers, curriculum and finance. Such increased accountability is accompanied by increased costs for record keeping and administration.

Enrollment. Any change in the number of school age children is promptly reflected by school enrollments. Thus, the 35 percent decrease in the annual number of births in Montana from 1959 to 1973 has already caused enrollment decreases in the lower elementary grades. Fall enrollment in elementary schools (grades K-8) dropped 4.8 percent in the past four years.[14] While decreased birth rates have not yet affected high school enrollments in Montana, it is projected that these enrollments also will begin to decline two years from now.

The pattern observed in Montana appears to parallel national trends. It is projected that by 1982, total enrollment (grades K-12) will decrease nationally by 10 percent.[15] This decrease will take place despite an increased emphasis on early childhood education that is resulting in increased enrollments in kindergarten and nursery schools.[16]

Enrollment trends at the state and national levels do not necessarily reflect the problems of individual school districts. Population movements within and between states will continue to create fiscal needs in school districts despite an overall decrease in student population. In many cases, capital expenditures will be the major financial problem. Costs of education also will rise due to increasing enrollment in pre-schools. On the other hand, school districts with sharply decreasing enrollment may have to reduce their budgets—a task which is often more difficult than meeting the needs of an expanding school system.

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[12] Chapter 8, Laws of New Mexico 1974.

[13] National Education Association, *Financial Studies of the Public Schools - 1971* (Washington, D.C.: National Education Association, 1971), p. 15.

[14] Office of the Superintendent of Public Instruction, unpublished data.

[15] Martin M. Frankel, *Projections of Educational Statistics 1982-1983* (Washington, D.C.: U.S. Government Printing Office, 1974), p. 21.

[16] *Ibid.*

School Finance in Montana

Current Status. The first major attempt by the state of Montana to equalize state aid to schools dates back to 1949 when the legislature enacted the foundation program for schools. Prior to that time, schools were financed primarily through local district taxes.

The total budgeting process is complex; therefore, only a brief overview is presented here. At the present time, public elementary and secondary schools in Montana are supported through various revenue sources established by state law. Although the entire school operation is supported through 17 different funds, the general maintenance and operational costs of schools are supported by the general fund of a district.[17] Other major funds include transportation, debt service, building and retirement.[18]

State statutes allow a local board of trustees to adopt a general fund budget of a certain amount without voter approval based on the ANB[19] of the previous year. This amount is defined as the maximum general fund budget without a vote, hereinafter referred to as "maximum general fund budget." Since 1967, the foundation program has comprised 80 percent of this maximum general fund budget, and the state guarantees support which will match that level through county and state equalization funds. The foundation program amount is also the **minimum** level of expenditures which a district must budget in order to be eligible for state equalization funds. The difference between the foundation program level and the maximum general fund budget is the permissive levy amount.

In most school districts, trustees must utilize the entire permissive area of the budget to provide sufficient funds to operate their schools. State law authorizes the trustees to levy up to 9 mills on the taxable valuation of an elementary district and 6 mills on the taxable valuation of a high school district. When such levies provide less than the total revenue needed for the permissive area of the budget, the state supplies the remaining amount through a statewide permissive levy.

Whenever it is necessary to adopt a budget which exceeds the maximum general fund budget, a board of trustees must secure approval from the voters of the district to impose a "voted levy" to raise the revenue to support that portion of the budget.

Statutory schedules, which set the maximum general fund budget for varying sizes of elementary and high schools, have been reviewed and increased by the legislature over the intervening years since their enactment in 1949. The latest schedule revision and

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[17] See Appendix E, Table E-2, for school district general fund revenue sources.

[18] See Appendix E, Table E-3, for summary of expenditures from school district funds for 1972-1973. At the time this report was printed, data for the 1973-1974 school year was being processed.

[19] ANB stands for Average Number Belonging, a statutory formula based on enrollment attendance and absence during the school year.

increase was in 1974. Even with the latest revision, however, the foundation program still does not support the kinds of educational programs that school districts throughout the state have chosen to develop for their students. A large majority of school districts uses both the district and state permissive levies to finance their general fund budgets. Further, a majority of school districts needs a voted levy to support their total general fund budgets. In fact, in 1974-1975, 96.4 percent of all high school districts in the state had voted levies, while 71.1 percent of all elementary districts had voted levies.[20] Obviously, school districts have chosen to offer educational programs that require greater support than that available through the foundation program.

Recent Changes. Four changes legislatively enacted in 1973 placed Montana among the national leaders in moving toward fiscal equity. First, the county levies of 25 mills for elementary equalization aid and 15 mills for high school equalization aid are now mandatory. Second, if these taxes bring in more money than is required for county equalization, the surplus is deposited in a revenue fund earmarked for state equalization aid. This process of "recapture" is an important feature of fiscal equity. Third, legislation enacted in 1973 limited the permissive levy rates to 6 mills for high school districts and 9 mills for elementary districts. This latter provision, in particular, has benefited those districts with low taxable valuations which includes most high school districts and about 46 percent of the elementary districts. Fourth, the state Department of Revenue now has authority to supervise all property assessment throughout the state. This is a most important provision, as all of the new legislation—intended to achieve equalization between property-rich districts and property-poor districts—depends on uniform and fair assessment procedures.

While these changes have constituted significant steps in bringing equity to school finance, it is still possible to identify major areas of school finance that depend entirely or to a great extent on local wealth. The entire voted levy amount is supported by district revenues—primarily property taxes. The voted levy amount made up 23 percent of all general fund budgets in 1974-1975, and that percentage has been increasing.

Transportation is supported by district, county and state funds; but neither the county share nor the district share have been equalized, and state support is less than 20 percent of the total. In addition, school districts must bear all expenses for major school construction and for purchase of land since there is no state or county support. The Board believes that such school expenditures supported solely by local property taxes lack equity.

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[20] Appendix E, Table E-4, illustrates the number of school districts using voted levies in 1974-1975.

Local Control. The Montana Constitution guarantees "equality of educational opportunity" to each person of the state. It directs the legislature to "provide a basic system of free quality public elementary and secondary schools [and to] fund and distribute in an equitable manner to the school districts the state's share of the cost of the basic elementary and secondary school system."[21] It also directs that "the supervision and control of schools in each school district shall be vested in a board of trustees. . . ."[22] In keeping with this latter provision, the Board believes that locally elected boards of trustees must retain significant control over school district budgets. At the same time, the Board believes that further fiscal reform is still needed to remove those restrictions on school board decisions caused by district property values; boards of trustees should have the same options available to them irrespective of local property wealth.

In the 1974-1975 school year, voters statewide approved and paid for budgets averaging more than 30 percent above the maximum general fund budget. With so much dependence on local revenues, it is clear that poorer districts do not have the same options as wealthier districts.

Local Variations. Across the state there are wide variations in school district expenditures, even among districts of the same size.[23] The question, "How much does it cost to provide a quality education?" does not have just one answer; however, the people of each school district have attempted to answer that question for their situations, and it is worthwhile to closely examine district expenditure patterns. For example, among the elementary districts with 20 to 25 ANB, expenditures per ANB range from $400 to $2,000. Similarly, for high school districts with about 100 ANB the expenditures per ANB range between $900 to $1,400.

In general, fixed overhead charges cause small schools to cost more per student, and most high school programs cost more than those in elementary schools. These facts have been recognized in the statutory schedules established for maximum general fund budgets.[24] However, recent schedule increases have been calculated either on a fixed percentage basis or on the basis of a fixed dollar amount increase for each ANB. As a result, the schedules do not reflect current expenditure patterns.

Statistics are useful in studying patterns and trends. One technique[25] allows simultaneous analysis of expenditures per pupil for many districts and produces a single

[21] Article X, Section 1, *Constitution of the State of Montana,* 1972.

[22] Article X, Section 8, *Constitution.*

[23] See Appendix E, Tables E-5 and E-6, for the general fund expenditures per ANB for elementary and high school districts for 1972-1973. At the time this report was printed, data for the 1973-1974 school year was being processed.

[24] Section 75-6905, R.C.M. 1947.

[25] Multiple linear regression may be used to estimate the parameters of an equation by minimizing the sum of squares of residuals (least squares fit).

relationship, which is similar to an average, that can be used to **predict** typical expenditures for school districts. Since small elementary districts tend to add a second teacher when enrollment is more than 15 ANB and yet another for enrollments above 40, there are sharp expenditure jumps at these points. The schedules establish seven district-size categories for elementary districts and seven more for high school districts.[26] The analysis may be forced to conform to these arbitrarily established categories.

The predicted expenditures per ANB[27] may be compared readily with expenditure levels provided for by the maximum general fund budget. This comparison for fiscal year 1973[28] reveals that the very smallest elementary school districts in Montana received a disproportionately large share of support, and that medium-sized and large districts did not receive enough support. Recent expenditure patterns also establish that large high school districts and those near the 100 ANB size have been supported at a relatively low level.

Summary

National trends in school finance have centered on two major issues: (1) monies for public education are often inadequate; and (2) available funds are generally distributed so that individual student needs are not being met. Fiscal equity is one means toward solving these problems. However, the costs of programs for students with special needs, the effect of inflation on the overall cost of schooling and the decline of enrollment all affect the problem of **how** to adequately fund public schooling.

At present, public schools in Montana are supported through various revenue sources established by state law. However, the majority of school districts in Montana need voted levies to support their educational programs. This places a greater burden on those districts with low taxable valuation. Legislative changes enacted in 1973 attempted to solve this problem. There are still major areas of school finance, such as transportation and construction, that depend to a great extent on local district wealth. Also, schools with the same ANB vary greatly in their expenditures. Further, state support of local school districts with varying ANB is not proportional.

The Board commends the recent changes in school finance that have increased statewide fiscal equity. It supports a continuing effort to eliminate remaining inequities within the total structure of finance for public education.

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[26] For example, the seven high school categories are 1-24, 25-40, 41-100, 101-200, 201-300, 301-600 and greater than 600 ANB.

[27] See Appendix E, Tables E-5 and E-6 for the 1972-1973 predicted expenditures per ANB. At the time this report was printed, data for the 1973-1974 school year was being processed.

[28] See Appendix E, Tables E-7 and E-8 for the 1972-1973 predicted expenditures per ANB as related to the statutory schedules. At the time this report was printed, data for the 1973-1974 school year was being processed.

Recommendations

Based on the belief that it is the responsibility of the state of Montana, and in particular the responsibility of the legislature, to provide an equitable finance system for public education in Montana, the Board of Public Education recommends that:

17. THE LEGISLATURE ADJUST THE FOUNDATION PROGRAM SO THAT THE SCHEDULES REFLECT ACTUAL COSTS OF SCHOOLING BY SUPPORTING A UNIFORM PERCENTAGE OF ACTUAL DISTRICT EXPENDITURE LEVELS FOR VARIOUS DISTRICT SIZES.

18. THE LEGISLATURE FINANCE THE FOUNDATION PROGRAM BY:

    A. PROVIDING AN INCREASED STATE PORTION OF EDUCATIONAL EXPENDITURES;

    B. FUNDING SUCH INCREASES FOR SCHOOLS FROM THE STATE'S GENERAL FUND RATHER THAN FROM STATEWIDE PROPERTY TAXES.

19. THE LEGISLATURE INCREASE TRANSPORTATION SCHEDULES SO THAT THE STATE SUPPORTS AT LEAST ONE-THIRD OF THE ACTUAL TRANSPORTATION COSTS BORNE BY LOCAL DISTRICTS.

20. THE LEGISLATURE, IN FINANCING SCHOOLS, POWER EQUALIZE THE AMOUNT THAT A MILL WILL RAISE AT THE SCHOOL DISTRICT LEVEL.

21. THE LEGISLATURE JOIN IN THE EFFORTS OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION TO EXPLORE ALTERNATIVE METHODS FOR DETERMINING FOUNDATION PROGRAM SCHEDULES OTHER THAN THE PRESENT ANB (AVERAGE NUMBER BELONGING) FORMULA.

22. THE LEGISLATURE STUDY BUILDING EXPENDITURES OF LOCAL SCHOOL DISTRICTS AND CONSIDER STATE SUPPORT FOR SCHOOL FACILITIES.

CHAPTER VII

IN THE FUTURE

The Board of Public Education has established a philosophy of education for Montana schools as expressed in the definition and dimensions of basic quality education. Recommendations for effective realization of the definition and dimensions are made by the Board throughout the report. The intent of the recommendations is "to establish a system of education which will develop the full educational potential of each person."[1] These recommendations are not made lightly; they evolved from careful scrutiny of the schooling process and the expressed concerns of those participating in the study.

The Board deliberately chose not to refer to this as a "final" report, because Montana's concern for basic quality education must be ongoing. As administrators and teachers use this philosophy in their schools, the Board will be relying on their comments and suggestions. Likewise, the Board wants to learn from students and community members whether or not this philosophy of education meets their needs. Within three years, the Board will review the definition and dimensions to see if they continue to reflect the beliefs, attitudes and values of Montanans.

While the Board was working on the basic quality education study, the Superintendent of Public Instruction was engaged in a complementary project. In 1972, the Superintendent of Public Instruction initiated a five-year project to assess educational needs in Montana. This statewide needs assessment began with the identification of fifteen goals for Montana education. The goals are being used as a basis for continuing educational needs assessment and for measuring educational attainment. Beginning in March 1975, assessment tests for measuring student progress (at the sixth and twelfth grade levels) toward some of these goals will be available for voluntary use in local school districts throughout Montana.

The Board believes that the basic quality education study, which establishes a philosophy of education for Montana, and the needs assessment project, which establishes measurable objectives for specific goals, are complementary. Both provide direction and

[1] Article X, Section 1, *Constitution of the State of Montana,* 1972.

assistance to local school districts, and both will be taken into account by the Board as it lends leadership to the state's educational future.

During the seventeen months that the Board grappled with the problem of basic quality education, it identified a number of attendant issues which it intends to examine. These issues emerged from the Board's own study and the expressed concerns of people throughout the state. While these issues were beyond the immediate scope of this report, they do relate to the schooling process and can affect the fulfillment of basic quality education. An overview of these issues follows:

Student Records

Records, including information on grades, classroom behavior and family background, are usually kept on each student. Recent federal legislation regarding content and accessibility of student records underlines the necessity for the Board to address the following questions:

What is usually contained in a student's confidential records?
What should be contained in them?
Who should have access to these records?
How long should they be kept?
What is their purpose?
Are they helpful to the student and school personnel?
Do they promote basic quality education?

Student Rights and Responsibilities

Students have certain rights and responsibilities. Occasionally, schools specify these rights in handbooks, though often they are unwritten. The Board intends to address the following questions regarding this issue:

Should each school district have written guidelines regarding student rights and responsibilities?
If so, who should draft such guidelines?
How much responsibility should students be allowed?
What rights do students have?
What rights should students have?
How should these rights and responsibilities be enforced?
How do student rights and responsibilities affect basic quality education?

Inquiry Procedures

When a community member or student has a concern or complaint regarding the school, often it is difficult to know what to do or how to proceed. The Board intends to study the following questions regarding this issue:

Do school districts have formal procedures for community members and students to make inquiries?
Should school districts have grievance procedures?
How can community members and students be informed of these procedures?
How can school districts handle concerns or complaints so that formal procedures are not always needed?
How can grievance procedures further basic quality education?

Utilization of School Facilities

With the impact of the energy crisis and the high cost of construction, the Board believes the following questions should be examined.

Should schools operate on a year round basis?

Should the public be allowed to use any and all of the school facilities for community activities?

Do schools have a responsibility to provide learning opportunities for those who are not between the ages of 7-16?

How can school facilities be more effectively utilized?

How can effective utilization of the school by educators and community members foster basic quality education?

Length of School Day

The Attorney General's interpretation of current school laws (§75-7401; §75-7403 R.C.M., 1947) requires students to spend a specified number of hours in school receiving organized instruction under the supervision of a teacher. These school laws must be examined.

Should the current laws on length of school day be amended or clarified?

Would a revision of these laws affect school financial aid?

How would a revision affect alternative learning experiences outside the formal classroom?

How do the current laws on length of school day affect the implementation of basic quality education?

Language of Instruction

The English language is not native to all students in Montana. In light of recent court cases in other states regarding provision of instruction in native language, the Board intends to address the following questions:

Is it constitutional to offer instruction in public schools only in the English language?

If it is not constitutional, how will this affect recruitment and certification of teachers?

How does language of instruction relate to the development of the "full educational potential" of each person?

Should students have the opportunity to receive instruction in their native langauge?

How does this issue relate to basic quality education?

Rights of Minorities

As stated in the 1972 Montana Constitution, Article X, Section 2, "The state recognizes the distinct and unique cultural heritage of the American Indians and is committed in its educational goals to the preservation of their cultural integrity." Because of its concern for the Indian and other minority groups in education, the Board intends to address the following questions:

How can local school districts ensure the preservation of the cultural integrity of Indian students?

(continued)

Are Mexican-American students receiving an education in Montana which is adequate to their needs?
Are special education students receiving education adequate to their needs?
What changes have been made in schools, in accordance with Title IX of the Education Amendments of 1972, to ensure that individuals are not being discriminated against because of sex?
Is the "full educational potential" of minority students in Montana being achieved?
If not, what changes need to be made?

Educational Television

Public educational television should be available in part of Montana in 1975. The Board believes the following questions should be examined if educational television is to be effectively utilized:

How can local school districts make maximum use of available educational broadcasting?
What financial support is needed for it?
How can the Educational Broadcasting Commission be aided in its efforts to provide expertise for educational television?
How can educators become more knowledgeable of the advantages and use of educational television?
How can educational television be utilized to provide inservice training for school personnel?
What should the role of educational television be in the schooling process?

Teacher Reciprocity

Teacher reciprocity refers to a system of teacher certification that provides automatic certification between cooperating states. The Board intends to address the following questions in relation to this issue:

Would the adoption of teacher reciprocity be an advantage for the state?
If reciprocity were adopted, what effect would it have on present certification laws and requirements?
What effect would reciprocity have on teacher training institutions?
How could teacher reciprocity affect basic quality education?

School District Organization

At present, there are approximately 600 operating school districts in Montana. Many of them are rural districts which serve a small number of students. Because of their size, they are limited in the variety of services they can offer to students and teachers. The Board believes the issue of school organization raises the following questions:

Would a pattern of organizing districts into larger units be beneficial to public education in Montana?
If so, what would the benefits be to students and schools?
Should school districts be organized to focus on the unification of K-12 districts?
How does school district organization assist in implementation of basic quality education?

Owing to the significance of these issues to the schooling process and to the definition and dimensions of basic quality education, the Board intends to pursue the development of position papers on each within the next two years.

In the meantime, the Board's immediate desire is that the report will command a thorough review by all who read it. Further, the Board hopes that the legislature will take favorable action during its 1975 session and that local school districts and teacher training institutions will develop plans for implementing basic quality education by the fall of 1976.

The philosophy of education set forth in this report represents a major effort by the Board of Public Education to give direction to the public school system of the state of Montana. This report, together with the companion teacher's resource guide, provides a framework in which basic quality education can be realized—both now and in the future.

APPENDICES

APPENDIX A

SENATE RESOLUTION NO. 14

A RESOLUTION OF THE SENATE OF THE STATE OF MONTANA REQUESTING THE BOARD OF PUBLIC EDUCATION TO PREPARE A DEFINITIVE DESCRIPTION OF A BASIC EDUCATION.

WHEREAS, recent court decisions have affirmed the notion that the right to an education is a fundamental interest, and

WHEREAS, article X, section 1, of the 1972 Montana constitution states the goal of the people: "to establish a system of education which will develop the full educational potential of each person....," and

WHEREAS, section 75-6901 establishes the principal that state aid should support a "uniform system of free public schools, sufficient for the education of and open to all school age children of the state...," and

WHEREAS, there exists no comprehensive legal description or definition of what constitutes a minimum or basic quality education in Montana, and

WHEREAS, the establishment of realistic funding goals for education in the future requires a more precise delineation of those goals than is now available.

NOW, THEREFORE, BE IT RESOLVED BY THE SENATE OF THE STATE OF MONTANA:

That the board of public education is requested to prepare a definitive description of a basic quality education. The board is requested to consult with all interested persons and groups in the development of this description, and

BE IT FURTHER RESOLVED, that the board of public education is requested to present the description to the 1974 session of the forty-third legislative assembly for its use in consideration of future budgetary schedules for public education, and

BE IT FURTHER RESOLVED, that the secretary of the senate send a copy of this resolution to the board of public education and to the superintendent of public instruction for the state of Montana.

I hereby certify that the within resolution originated in the Senate.

John W. Hanson
Secretary of the Senate

Bill Christiansen
President of the Senate

APPENDIX B

MATERIALS RELATING TO PUBLIC INVOLVEMENT

TABLE B-1

SCHEDULE OF REGIONAL PUBLIC MEETINGS

Location	Date
Big Timber	June 18, 1974
Broadus	May 21, 1974
Butte	September 17, 1974
Crow Agency	June 17, 1974
Glendive	May 22, 1974
Helena	September 11, 1974
Kalispell	July 15, 1974
Lewistown	June 19, 1974
Malta	May 23, 1974
Missoula	July 16, 1974

TABLE B-2

SCHEDULE OF REGIONAL TEACHER WORKSHOPS

Location	Date
Butte	September 3, 1974
Glendive	September 5, 1974
Great Falls	August 27, 1974
Havre	August 26, 1974
Kalispell	August 29, 1974
Missoula	August 28, 1974
Wolf Point	September 6, 1974

TABLE B-3

DATA SHEET

3-10. My town of residence or post office address _____

11. I am (1) ____ Female (2) ____ Male

12. My age is (1) ____ 0-25 (2) ____ 26-40 (3) ____ 41-65 (4) ____ 66 or over

13. Indicate combined family income before taxes (husband and wife or mother and father):

(1) ____ 0 to 4,999
(2) ____ 5,000 to 9,999
(3) ____ 10,000 to 14,999
(4) ____ 15,000 to 19,999
(5) ____ 20,000 and over

14. Indicate your education background: (Check one)

(1) ____ partial grade school
(2) ____ completed grade school
(3) ____ partial high school
(4) ____ completed high school
(5) ____ vocational training beyond high school
(6) ____ partial college or junior college (less than four years)
(7) ____ completed college
(8) ____ more than college

15-28. Indicate the number of children you have in the following categories:

(15-16) _____ pre-school age
(17-18) _____ kindergarten
(19-20) _____ grades 1-4
(21-22) _____ grades 5-6
(23-24) _____ grades 7-9
(25-26) _____ high school
(27-28) _____ older children

29-32. My present occupation is: (Check one)

agricultural
(1) ____ farm or ranch operation
(2) ____ agri-business
clerical
(3) ____ secretary, typist
(4) ____ store, bank clerk, etc.
forestry
(5) ____
general business
(6) ____ wholesale/retail trade
(7) ____ sales (insurance, real estate, etc.)
(8) ____ transportation
government and public services
(9) ____ state
(10) ____ federal
(11) ____ municipal and county
housewife
(12) ____
labor and crafts
(13) ____ mining
(14) ____ construction
(15) ____ other _____ (specify)
professional
(16) ____ medical
(17) ____ education
(18) ____ other _____ (specify)
student
(19) ____
other
(20) ____
_____ (specify)

33-34. I am also trained or experienced as a _____. (Choose one of the numbers above.)

35-37. In connection with the study on basic quality education. . .

YES	NO	
(1) _____	(2) _____	Were you previously aware of the study?
(1) _____	(2) _____	Had you previously read the Interim Report?
(1) _____	(2) _____	Had you attended any other meeting at which the study was discussed? If yes, what meeting _____

38-43. How did you learn of this meeting?

(38) ____newspaper article
(39) ____newspaper advertisement
(40) ____posters
(41) ____radio or television
(42) ____through another organization _____ (name of organization)
(43) ____other _____ (specify)

TABLE B-4

AGENDA FOR MEETINGS

I. Preliminaries: (set an open, informal atmosphere)

A. Greet people individually.

B. Have preliminary assignment for participants posted:
1. Select a name tag which has one of the dimensions on it. (Choose a dimension you like, don't like, or mystifies you.)
2. Fill in your first name on name tag.
3. Discuss why you chose your particular name tag.
a. With someone you don't know.
b. With your friends.

II. Introduction (10 minutes)

A. Study staff introduces themselves and shares assumptions with participants.
1. This is a "workshop" not a meeting.
2. All ideas are good ideas.
3. Your ideas are valuable to us—education is a shared process.
4. Time is valuable—we need and want to work together.
5. Take responsibility for yourselves—get coffee or take a break as you need it.

B. Study staff explains the purpose of the meeting.
1. By the end of the meeting we hope each person will have had the opportunity to. . .
(Have the following on newsprint so they can be gone over simply and quickly)
a. **Explore** the definition and dimensions of basic quality education.
b. **Share** their viewpoints and perceptions of the dimensions.
c. **Participate** in establishing an educational philosophy for Montana.
2. Question: "Do you have any other expectations of this meeting?"
(Add them to the list.)

III. Summary of interim report on basic quality education (15 minutes)

A. Show slide tape presentation.

B. Pass out *Interim Report Summary Brochure.*

C. Answer any questions on contents of slide tape presentation and the brochure.

IV. Rating of dimensions along with written explanation

A. First task: Individual Ratings (15 minutes)
(Pass out worksheet)
1. You are to rate each dimension in relation to the schooling process. Decide whether you, from your viewpoint, consider the dimension to be:
Critical — Must be done, long overdue, priority, key place to start
Important — All of the above but not the first priority
Necessary — Needs to be done
Helpful — Has to be done, can be temporarily postponsed but must be implemented for program to succeed
Disagree — Should not be part of the schooling process
Confusing — Don't understand

2. Add any dimension you wish and rate it also.
3. As you rate each dimension, include under it your reason for that rating.

B. Second task: small groups (45 minutes)
1. Share your individual ratings with others.
2. Come to consensus in small groups as to how you believe the dimensions should be rated.
   a. Have a recorder for each group.
   b. Follow general rules, which we have discussed, for reaching consensus.
3. Form small groups, preferably with people you don't know well.
   a. If you wish, include in your consensus rating any additional dimensions added by members of your group.
   b. Be sure to include, under each dimension, your reasons for the rating or what the dimension means to you.
   c. The members of the group have a responsibility to help others understand the dimensions they thought were confusing.
   d. The members of the group have a responsibility to discuss with individuals the dimensions with which they disagreed.
4. As groups finish, the individuals are asked to fill out a socio-economic data sheet.

V. Sharing (time: open-ended)

A. Put group ratings on large board.

B. Ask groups to give some statements which back up their ratings.

C. Hold general discussion.

D. Our commitment to them:
1. Their ideas will be in the 1975 report.
2. Copies of the 1975 report will be available to them.

E. We hope they will take action on implementing the 1975 report.

TABLE B-5*

WORKSHEET

Ratings:		
	5 — Critical	(Must be done, long overdue, first priority, key place to start)
	4 — Important	(All of the above, but not the first priority)
	3 — Necessary	(Need to be done)
	2 — Helpful	(Has to be done, can be temporarily postponed but must be implemented for program to succeed)
	1 — Disagree	(Should not be part of schooling process)
	0 — Confusing	(Don't understand)

To help students transform their potential into actuality, schooling should enable them. . .

_____ To find joy in learning

_____ To communicate their ideas, knowledge, thoughts and feelings

_____ To learn who they are becoming

_____ To develop personal responsibility

_____ To reason critically and creatively

_____ To affect a world in change

_____ To assume social responsibility

_____ To further their creative ability

_____ _____

*Sample worksheet used by the participants at the meetings to rate the dimensions and to write their explanation.

APPENDIX C

DEMOGRAPHIC ANALYSIS

APPENDIX C

DEMOGRAPHIC ANALYSIS

One of the objectives integral to this study was active involvement with Montanans in the development of a definition of basic quality education. It was the desire of the Board of Public Education to learn the educational beliefs, attitudes and values of as many people as possible. For this purpose, fifty-five meetings were conducted across the state. All the meetings were planned with the intent of sampling a cross-section of the population.

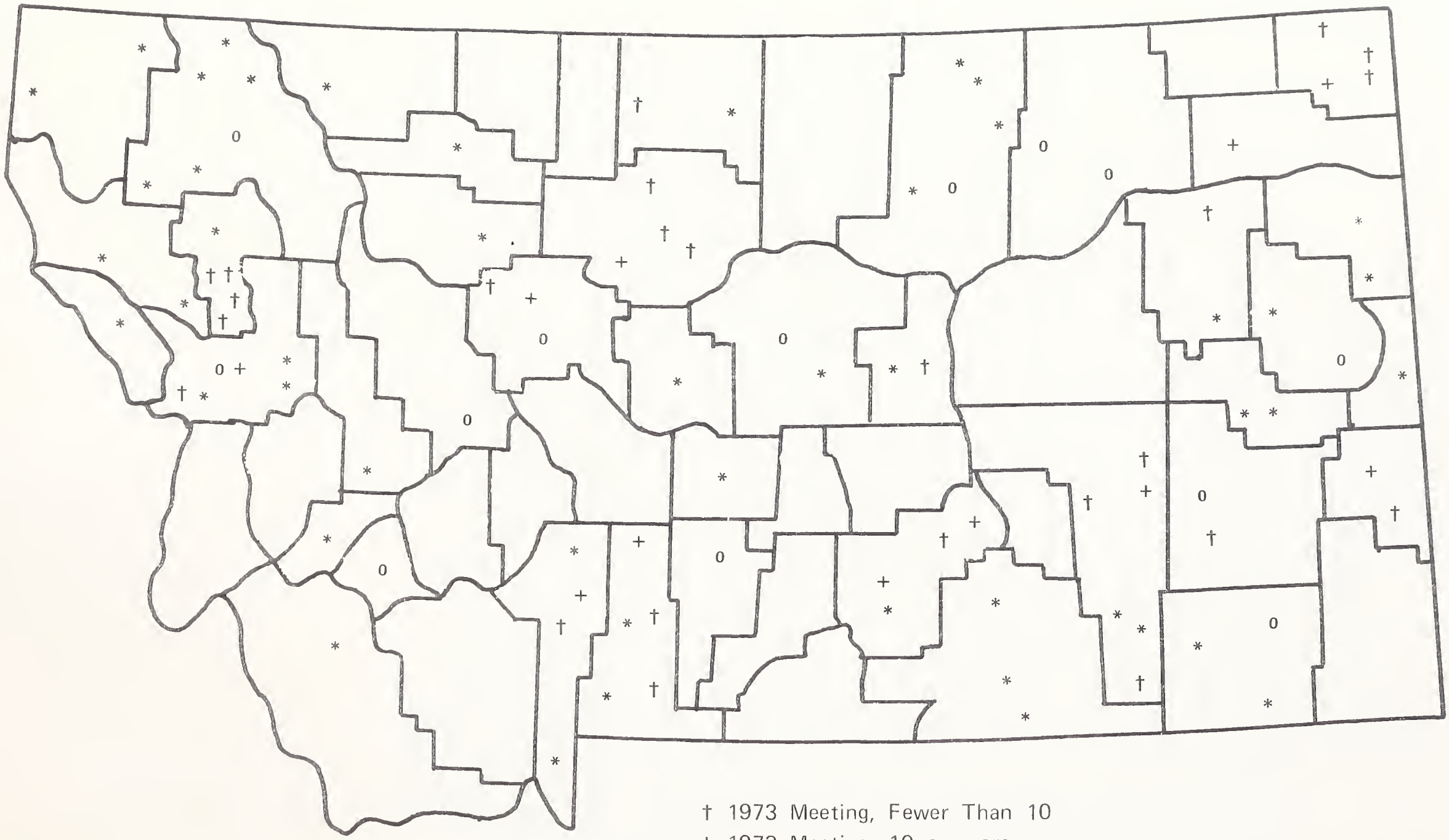
During 1973, in preparation for the interim report, meetings were conducted at twelve sites with students, educators and community members. The sites appeared to be geographically representative of the population of the state. The meetings were publicized and attended by educators, students and community members. Those persons attending the 1973 meetings were not randomly selected from the population; rather, they attended voluntarily. Analysis of individual demographic data from these meetings did not reveal any reason to believe that the people attending represented special interests, with the exception that they were individuals interested in public education.

Meetings were conducted again in 1974 after the issuance of the interim report. The purpose of these meetings was to further involve Montanans in the study. Seventeen meetings were conducted in carefully selected locations. Stratified sampling techniques were used in selecting the sites to ensure coverage of diverse regions of the state. As with the meetings conducted prior to the interim report, the 1974 regional public meetings were openly publicized and voluntarily attended.

Demographic characteristics of the individuals attending the meetings are presented in detail on the following pages. They are compared with the 1970 U.S. census data so that similar characteristics for persons attending the 1973 meetings and the 1974 meetings can be seen.

TABLE C-1

RESIDENCE OF PARTICIPANTS ATTENDING 1973 AND 1974 MEETINGS



† 1973 Meeting, Fewer Than 10

+ 1973 Meeting, 10 or more

* 1974 Meeting, Fewer Than 10

o 1974 Meeting, 10 or more

The above map illustrates that the 1500 people attending the meetings in 1973 and 1974 were well distributed across the state. This distribution indicates that regional or geographically unique attitudes and educational philosophies of the

TABLE C-2

SEX DISTRIBUTION (In Percent)

	Male	Female
State of Montana	50.0	50.0
1973 Survey	46.4	53.6
1974 Survey	50.4	49.6

The distribution of male and female respondents in each of the two surveys closely resembles the overall state profile. Consequently, those educational philosophies and priorities often related to sex—such as vocational subjects and athletics—were equally discussed by male and female participants.

TABLE C-3

AGE DISTRIBUTION (In Percent)

	0-25	26-40	41-65	66 and over
State of Montana	48.7	16.7	25.4	9.2
1973 Survey	5.0	42.4	50.8	1.9
1974 Survey	16.0	32.3	47.7	4.1

Very little similarity is found between the age categories of the participants and the overall state profile. This result is not surprising since it may be expected that a majority of community members responding would be of the age having children in school.

TABLE C-4

VOCATIONAL DISTRIBUTION

A breakdown of the occupation, training, or experience[1] of participants provides the following distribution of vocational backgrounds for those attending the 1974 meetings. Comparative data for the 1973 meetings is unavailable.

Vocation	Percent of Respondents in that Vocation
Agriculture	9.5
Clerical	7.8
Forestry	0.4
General Business	5.5
Government/Public Service	8.4
Housewife	13.1
Labor/Crafts	5.7
Professional (includes educators)	39.0
Student	6.1
Other	4.4

[1] A single individual was counted twice in this breakdown if the person indicated experience or training in a vocation different from his or her present occupation. Individuals involved in education, farm or ranch operation indicated most often that they had additional training or experience in a second vocational area. Educators definitely had the broadest experience; every other major vocational area was claimed as a secondary occupation by some individuals whose profession was education.

TABLE C-5

EDUCATIONAL LEVEL, PERSONS AGED 25 AND OVER
(Data in Percent of Total Population of Sample)

	Partial Grade School	Completed Grade School	Partial High School	Completed High School	Partial College	Completed College
State of Montana	8.9	16.2	15.7	34.0	14.1	11.0
1973 Survey	0.0	3.2	5.2	31.0	22.0	38.8
1974 Survey	0.6	0.6	7.8	7.0	17.1	67.0

It is clear that persons who chose to participate in the meetings had a higher level of education than the statewide average. It should be noted that this predominance of persons with more education occured not by design but because of their apparent interest in the study.

TABLE C-6

MEDIAN FAMILY INCOME (In Percent)

	0-4999	5000-9999	10000-14999	15000 & Over
State of Montana	58.4	29.1	8.5	4.1
1973 Survey	33.9	19.5	22.9	23.8
1974 Survey	4.5	21.9	28.4	45.1

The income data for 1973 is not comparable to that for 1974. In 1973, all participants were directed to report their individual income; consequently, students and housewives reported no income. In 1974, combined family income was requested from each participant. While this is a more accurate indication of economic level, it does result in the reporting of fewer low income persons and more high income persons. The 1974 data can be considered more reliable, and it demonstrates that participants had a higher income profile than the overall statewide averages.

TABLE C-7

NUMBER OF PARTICIPANTS' CHILDREN
(1974 Meetings)

Approximately 50 percent of the persons attending the 1974 meetings had children of preschool through high school ages. An additional 20 percent had older children, and only 30 percent of the respondents indicated they had no children. It should be noted that this 30 percent is composed of all ages including a number of school age youths who participated in the meetings. Thus, views of persons with children and those without were represented at the meetings.

The following table indicates the combined number of participants' children in different school age categories. This table contains data from the 1974 meetings only. Comparable data for the 1973 meetings is unavailable.

School Age Category	Number of Children
Preschool	57
Kindergarten	22
Grades 1-4	81
Grades 5-6	53
Grades 7-9	68
High School	79
Older Children	129

Conclusion

Approximately 60 percent of the persons attending the 1974 meetings were previously aware of the study, but only 27 percent had actually read the interim report. An even smaller number, 16 percent, had attended one of the 1973 meetings on basic quality education. The 16 percent returnees from 1973 helped ensure some degree of continuity of public thought from the earlier meetings. The 40 percent attending the meetings in 1974, who were previously unaware of the interim report, were able to both contribute new ideas and evaluate the study's previous conclusions.

It is evident from the demographic analysis that diverse sections of the population of Montana were involved in the basic quality education study. Every age, income, educational and vocational level was represented. However, it is also evident that the people attending the meetings were not representative of the population of the state in relation to the 1970 census. Although this outcome was not unexpected, it did occur completely by chance and was in no way designed by the survey or process used at the meetings.

There is no evidence that any particular special interest group, with the possible exception of professional educators, was present at the meetings on either a statewide or local basis in sufficient numbers to bias the conclusions of this study.

APPENDIX D

COMPOSITE RATINGS

APPENDIX D

COMPOSITE RATINGS

Procedure for Determining Composite Ratings

The tables in this appendix contain the composite ratings of the seventy-one small discussion groups that participated in the regional public meetings and the regional workshops for teachers. The small groups at each meeting were asked to rate each of the eight dimensions of basic quality education. The ratings provided were on a five-point Likert Scale, with five being the highest and one being the lowest. The rating was to reflect the consensus of the group as to the priority of each dimension for the schooling process.

To obtain the composite or combined rating of the small groups at each meeting site, the ratings were averaged. Each group rating for a particular dimension was added together and divided by the total number of groups. The division was carried out to two places. This procedure provided the composite rating reflective of the group's educational beliefs.

A sixth choice labeled "confusing" was available to the groups. Since this choice was not a part of the rating continuum, it was not included in the composite ratings. A tally of those groups marking a dimension as "confusing" is reported.

EXPLANATION FOR TABLES D-1 THROUGH D-10

The composite ratings presented in Tables D-1 through D-10 were calculated from the ratings determined by each of the groups that participated in the 1974 regional public meetings. In calculating the composite, each individual group rating was given equal weight. The ratings have been carried to two decimal places. The numerical ratings refer to the following:

5 — the dimension is critical to the schooling process, the first priority;

4 — the dimension is important to the schooling process, but not the first priority;

3 — the dimension is necessary to the schooling process, it is needed;

2 — the dimension is helpful to the schooling process;

1 — the dimension should not be a part of the schooling process.

"Confusing" refers to the number of groups at each meeting that did not understand the dimension.

TABLE D-1

COMPOSITE OF GROUP RATINGS

BIG TIMBER REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.75	
to communicate their ideas, knowledge thoughts and feelings	4.50	
to learn who they are becoming	3.75	
to develop personal responsibility	4.66	
to reason critically and creatively	4.50	
to affect a world in change	3.50	
to assume social responsibility	3.75	
to further their creative ability	3.75	

*Material gathered June 18, 1974. Seventeen individuals attended this meeting. They were divided into four groups.

TABLE D-2

COMPOSITE OF GROUP RATINGS

BROADUS REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.25	
to communicate their ideas, knowledge, thoughts and feelings	4.40	
to learn who they are becoming	3.75	1
to develop personal responsibility	4.40	
to reason critically and creatively	4.40	
to affect a world in change	3.00	3
to assume social responsibility	3.33	2
to further their creative ability	3.60	

*Material gathered May 21, 1974. Twenty-one individuals attended this meeting. They were divided into five groups.

TABLE D-3

COMPOSITE OF GROUP RATINGS

BUTTE REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	3.83	
to communicate their ideas, knowledge, thoughts and feelings	4.60	
to learn who they are becoming	3.40	
to develop personal responsibility	4.66	
to reason critically and creatively	4.33	
to affect a world in change	3.00	1
to assume social responsibility	3.66	
to further their creative ability	3.83	

Material gathered September 17, 1974. Thirty-one individuals attended this meeting. They were divided into six groups.

TABLE D-4

COMPOSITE OF GROUP RATINGS

CROW AGENCY REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	5.00	
to communicate their ideas, knowledge, thoughts and feelings	4.75	
to learn who they are becoming	4.00	
to develop personal responsibility	3.75	
to reason critically and creatively	4.25	
to affect a world in change	3.66	
to assume social responsibility	4.25	
to further their creative ability	4.25	

*Material gathered June 17, 1974. Nineteen individuals attended this meeting. They were divided into four groups.

TABLE D-5

COMPOSITE OF GROUP RATINGS

GLENDIVE REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.11	
to communicate their ideas, knowledge, thoughts and feelings	4.70	
to learn who they are becoming	3.12	2
to develop personal responsibility	4.50	
to reason critically and creatively	4.10	
to affect a world in change	2.85	2
to assume social responsibility	4.00	
to further their creative ability	3.33	

*Material gathered May 22, 1974. Fifty-one individuals attended this meeting. They were divided into ten groups.

TABLE D-6

COMPOSITE OF GROUP RATINGS

HELENA REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.40	
to communicate their ideas, knowledge, thoughts and feelings	4.60	
to learn who they are becoming	4.20	
to develop personal responsibility	4.60	
to reason critically and creatively	4.40	
to affect a world in change	4.00	2
to assume social responsibility	4.40	
to further their creative ability	4.20	

*Material gathered September 11, 1974. Twenty-three individuals attended this meeting. They were divided into five groups.

TABLE D-7

COMPOSITE OF GROUP RATINGS

KALISPELL REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	3.57	
to communicate their ideas, knowledge, thoughts and feelings	4.57	
to learn who they are becoming	3.40	
to develop personal responsibility	4.71	
to reason critically and creatively	4.00	1
to affect a world in change	2.60	
to assume social responsibility	4.00	
to further their creative ability	3.71	

*Material gathered July 15, 1974. Thirty-five individuals attended this meeting. They were divided into seven groups.

TABLE D-8

COMPOSITE OF GROUP RATINGS

LEWISTOWN REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.66	
to communicate their ideas, knowledge, thoughts and feelings	4.33	
to learn who they are becoming	4.50	
to develop personal responsibility	5.00	
to reason critically and creatively	4.66	
to affect a world in change	3.00	
to assume social responsibility	4.00	
to further their creative ability	3.66	

*Material gathered June 19, 1974. Seventeen individuals attended this meeting. They were divided into three groups.

TABLE D-9

COMPOSITE OF GROUP RATINGS

MALTA REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.70	
to communicate their ideas, knowledge, thoughts and feelings	4.90	
to learn who they are becoming	3.70	
to develop personal responsibility	4.60	
to reason critically and creatively	4.40	
to affect a world in change	3.33	1
to assume social responsibility	4.00	
to further their creative ability	3.88	

*Material gathered May 23, 1974. Fifty-four individuals attended this meeting. They were divided into ten groups.

TABLE D-10

COMPOSITE OF GROUP RATINGS

MISSOULA REGIONAL PUBLIC MEETING*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.90	1
to communicate their ideas, knowledge, thoughts and feelings	4.72	
to learn who they are becoming	4.60	
to develop personal responsibility	4.18	
to reason critically and creatively	4.81	
to affect a world in change	4.22	2
to assume social responsibility	4.36	
to further their creative ability	4.36	

*Material gathered July 16, 1974. Fifty-seven individuals attended this meeting. They were divided into eleven groups.

EXPLANATION FOR TABLE D-11

The composite ratings presented in Table D-11 were calculated from each of the groups that participated in the regional workshops for teachers. In calculating the composite, each separate group rating was given equal weight. "Confusing" refers to the number of groups that did not understand the dimensions. Since only six groups participated in the regional workshops, an individual composite of group ratings for each site is not given.

TABLE D-11

COMPOSITE OF GROUP RATINGS

REGIONAL WORKSHOPS*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	3.83	
to communicate their ideas, knowledge, thoughts and feelings	4.33	
to learn who they are becoming	4.20	1
to develop personal responsibility	4.50	
to reason critically and creatively	4.16	
to affect a world in change	3.40	1
to assume social responsibility	4.33	
to further their creative ability	3.83	

*Material gathered in Havre, August 26, 1974; Great Falls, August 27, 1974; Missoula, August 28, 1974; Kalispell, August 29, 1974; Butte, September 3, 1974. Twenty-five teachers attended these workshops.

EXPLANATION FOR TABLE D-12

A master composite was determined for the ten regional public meetings. It was computed by averaging the respective composite ratings from each meeting, (Tables D-1 through D-10). Each contributing composite was given equal weight in producing a master composite. "Confusing" refers to the total number of groups that did not understand a dimension.

TABLE D-12

MASTER COMPOSITE OF REGIONAL PUBLIC MEETINGS*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.41	1
to communicate their ideas, knowledge, thoughts and feelings	4.60	
to learn who they are becoming	3.84	4
to develop personal responsibility	4.50	
to reason critically and creatively	4.38	1
to affect a world in change	3.31	11
to assume social responsibility	3.97	2
to further their creative ability	3.85	

*Sixty-five groups participated in ten regional public meetings.

EXPLANATION FOR TABLE D-13

The grand composite was determined by averaging the composite ratings from each of the ten regional public meetings and the regional workshops for teachers. As with all the composite ratings in this study, each contributing composite was given equal weight in producing the grand composite. "Confusing" refers to the total number of groups at all meetings that did not understand the dimension.

TABLE D-13

GRAND COMPOSITE OF RATINGS*

Dimensions	Rating	Confusing
To Transform Their Potential Into Actuality, Schooling Should Enable Students		
to find joy in learning	4.36	1
to communicate their ideas, knowledge, thoughts and feelings	4.58	
to learn who they are becoming	3.87	5
to develop personal responsibility	4.50	
to reason critically and creatively	4.36	1
to affect a world in change	4.36	12
to assume social responsibility	4.00	2
to further their creative ability	3.85	

*71 groups participated in the meetings.

APPENDIX E

FISCAL DATA

TABLE E-1

MONTANA STATEWIDE AVERAGE OF TAXABLE VALUATION PER ANB FOR 1974-75

In Montana, the statewide average for the 1974-75 school year is calculated as follows:

$$\frac{\text{State Taxable Valuation}}{\text{Total State Enrollment (ANB)}} \div 1000 = \frac{\$1,188,693,696}{177,028} \div 1000 = \$6.71$$

When this rate is applied, districts of equal enrollment have equal taxing power:

	District A	District B
Enrollment	100	100
Taxable Valuation	$200,000 (poor)	$1,142,000 (wealthy)
Revenue Per Mill		
Equalized (100 x $6.71)	$671	$ 671
Unequalized (.001 x T.V.)	200	1,142
Local Deficit/Surplus	$471 deficit	$ 471 surplus
	$471 supplied by treasury	$471 returned to treasury
Unequalized mill rate to raise $671	$\frac{\$671 \times 1000}{\$200,000} = 3.35$	$\frac{\$671 \times 1000}{\$1,142,000} = 0.59$

TABLE E-2

SOURCES OF REVENUE FOR SCHOOL DISTRICT GENERAL FUND BUDGET SUPPORT

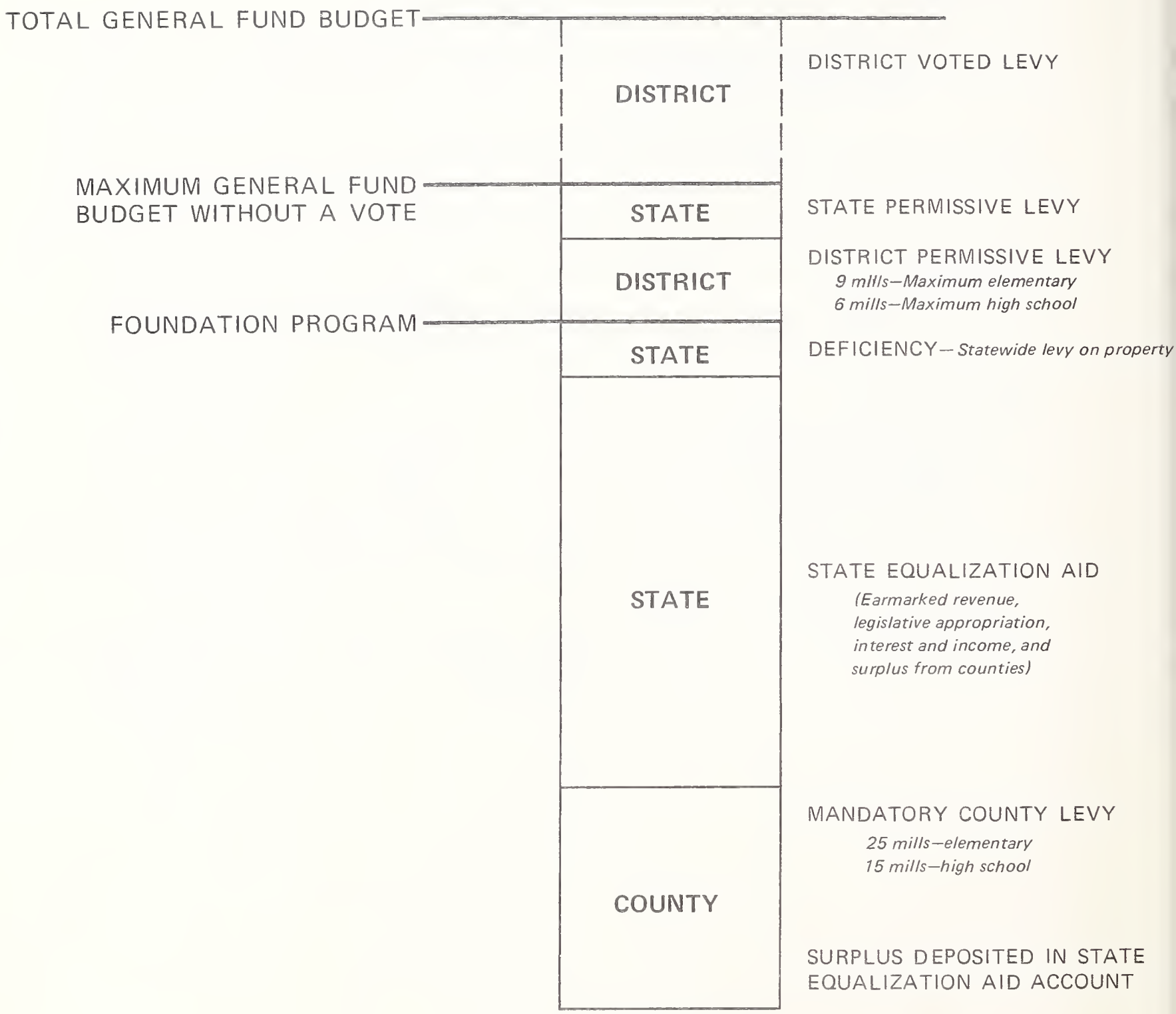


TABLE E-3

SUMMARY OF EXPENDITURES

SCHOOL DISTRICT FUNDS, 1972-73[1]

Fund[2]	Amount
General	$141,093,250
Transportation	7,860,974
Bus Depreciation	639,902
School Lunch	6,246,625
Tuition	373,108
Retirement	5,286,123
Debt Service	11,041,466
Building & Building Reserve	9,731,554
Adult Education	393,648
Housing & Dormitory	235,844
Non-Operating	166,893
Driver Education	510,897
Inter-local Cooperative	28,401
	$183,608,685

[1] Data compiled from the 1972-1973 School Trustees Report filed with the Superintendent of Public Instruction. At the time this report was printed, data for the 1973-1974 school year was being processed.

[2] These are the major funds (accounts) prescribed by law and used by school districts which involve state and local revenues. An additional Federal Fund is used for special federal programs.

TABLE E-4

SCHOOL DISTRICTS USING VOTED LEVIES

Elementary 1973-1974

DISTRICT SIZE AVERAGE NUMBER BELONGING	One Room 1-17	Small 18-50	Medium 51-200	Large 200+	ALL ELEMENTARY
NUMBER OF DISTRICTS					
TOTAL	131	88	121	110	450
USING VOTED LEVY	61	39	86	97	283
PERCENT USING VOTED LEVY	46.6	44.3	71.1	88.2	62.9

Elementary 1974-1975

DISTRICT SIZE AVERAGE NUMBER BELONGING	One Room 1-17	Small 18-50	Medium 51-200	Large 200+	ALL ELEMENTARY
NUMBER OF DISTRICTS					
TOTAL	125	82	121	104	432
USING VOTED LEVY	66	46	97	98	307
PERCENT USING VOTED LEVY	52.8	56.1	80.2	94.2	71.1

High School

YEAR	1973-1974	1974-1975
NUMBER OF DISTRICTS	165	167
NUMBER WITH VOTED LEVY	155	161
PERCENT WITH VOTED LEVY	93.9	96.4

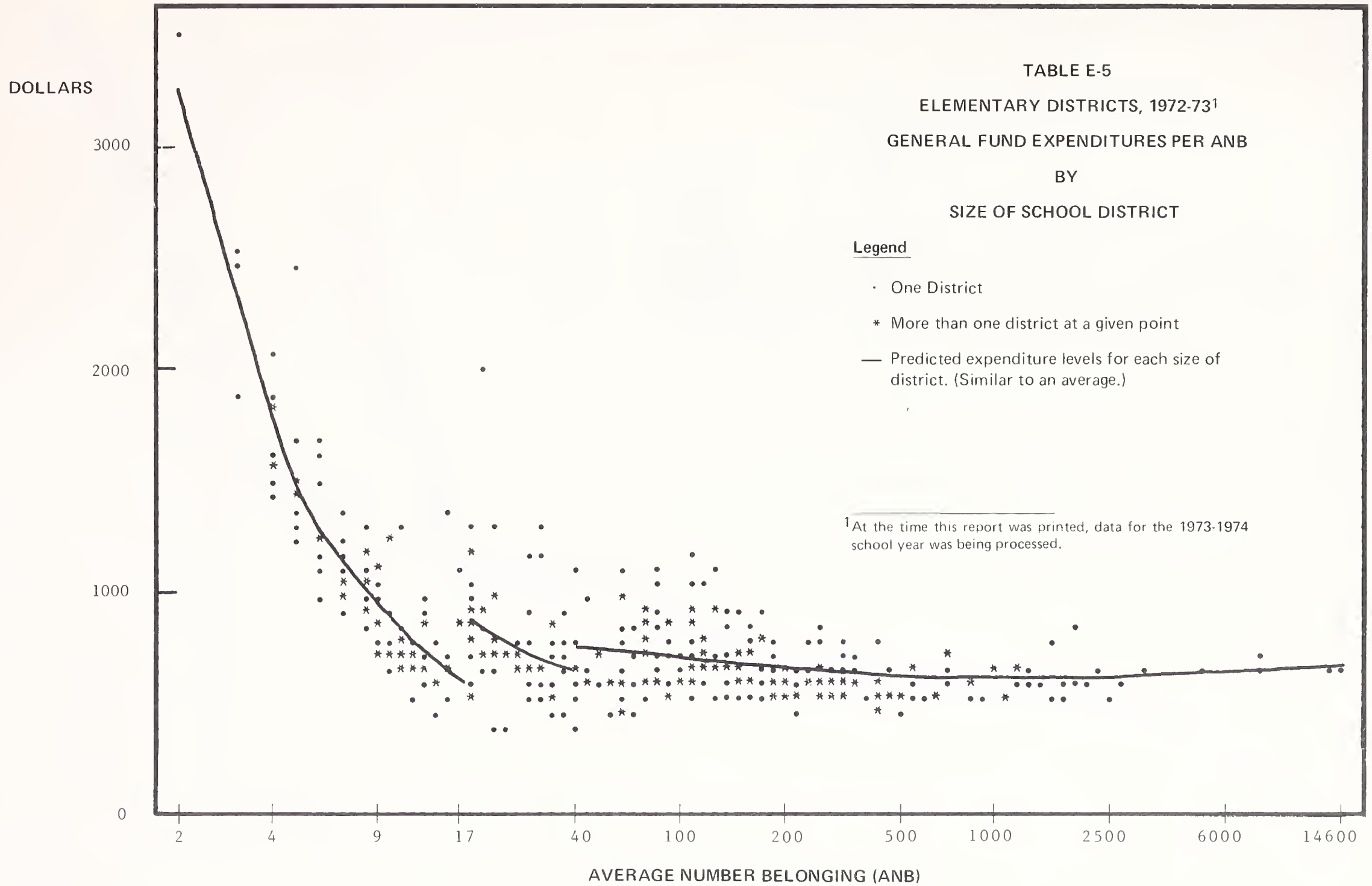


TABLE E-5

ELEMENTARY DISTRICTS, 1972-73[1]

GENERAL FUND EXPENDITURES PER ANB

BY

SIZE OF SCHOOL DISTRICT

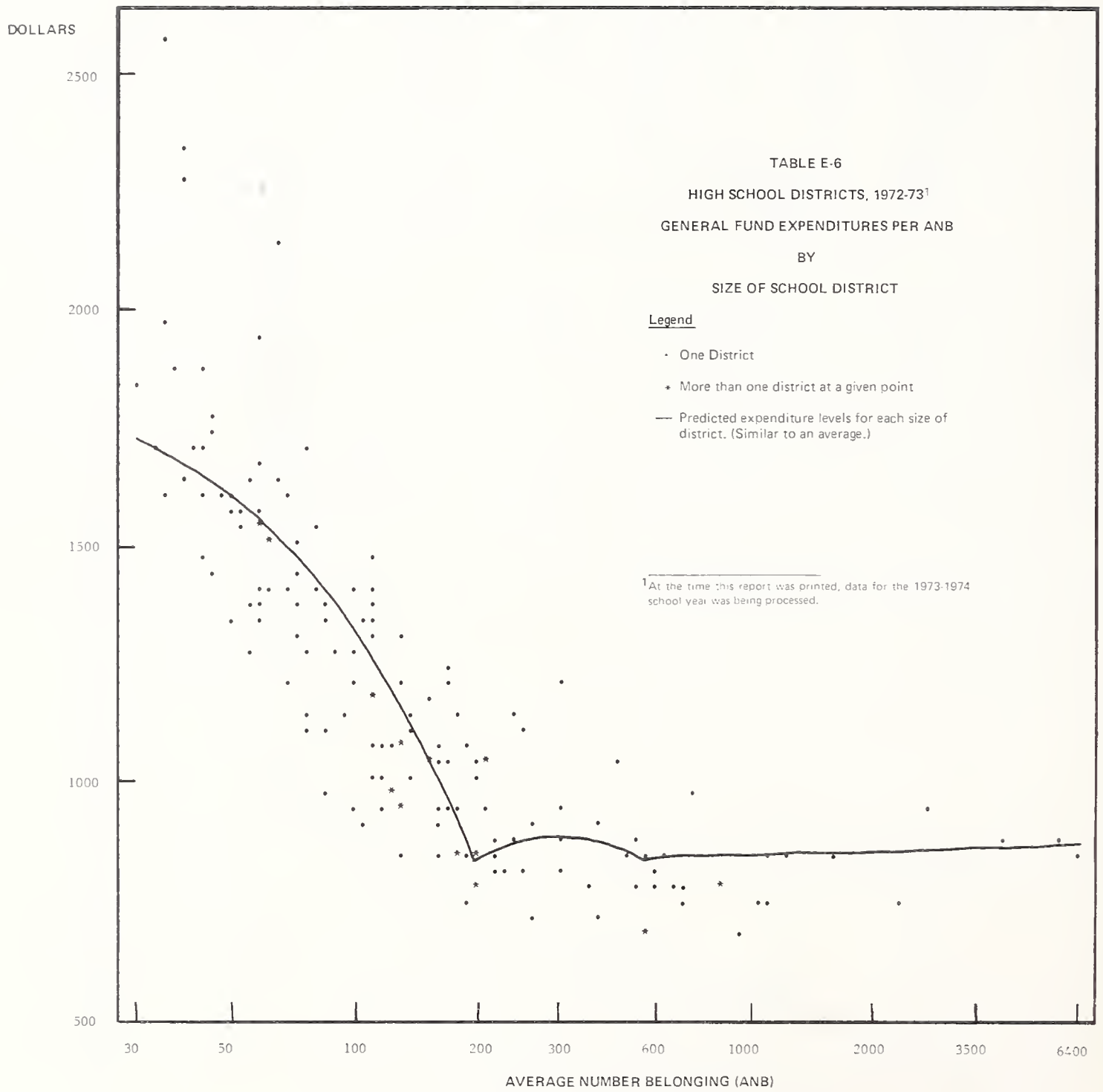
Legend

· One District

* More than one district at a given point

— Predicted expenditure levels for each size of district. (Similar to an average.)

[1] At the time this report was printed, data for the 1973-1974 school year was being processed.


DOLLARS
2500
2000
1500
1000
500
30
50
100
200
300
600
1000
2000
3500
6400
AVERAGE NUMBER BELONGING (ANB)
TABLE E-6
HIGH SCHOOL DISTRICTS, 1972-73[1]
GENERAL FUND EXPENDITURES PER ANB
BY
SIZE OF SCHOOL DISTRICT
Legend
· One District
* More than one district at a given point
— Predicted expenditure levels for each size of district. (Similar to an average.)
[1]At the time this report was printed, data for the 1973-1974 school year was being processed.

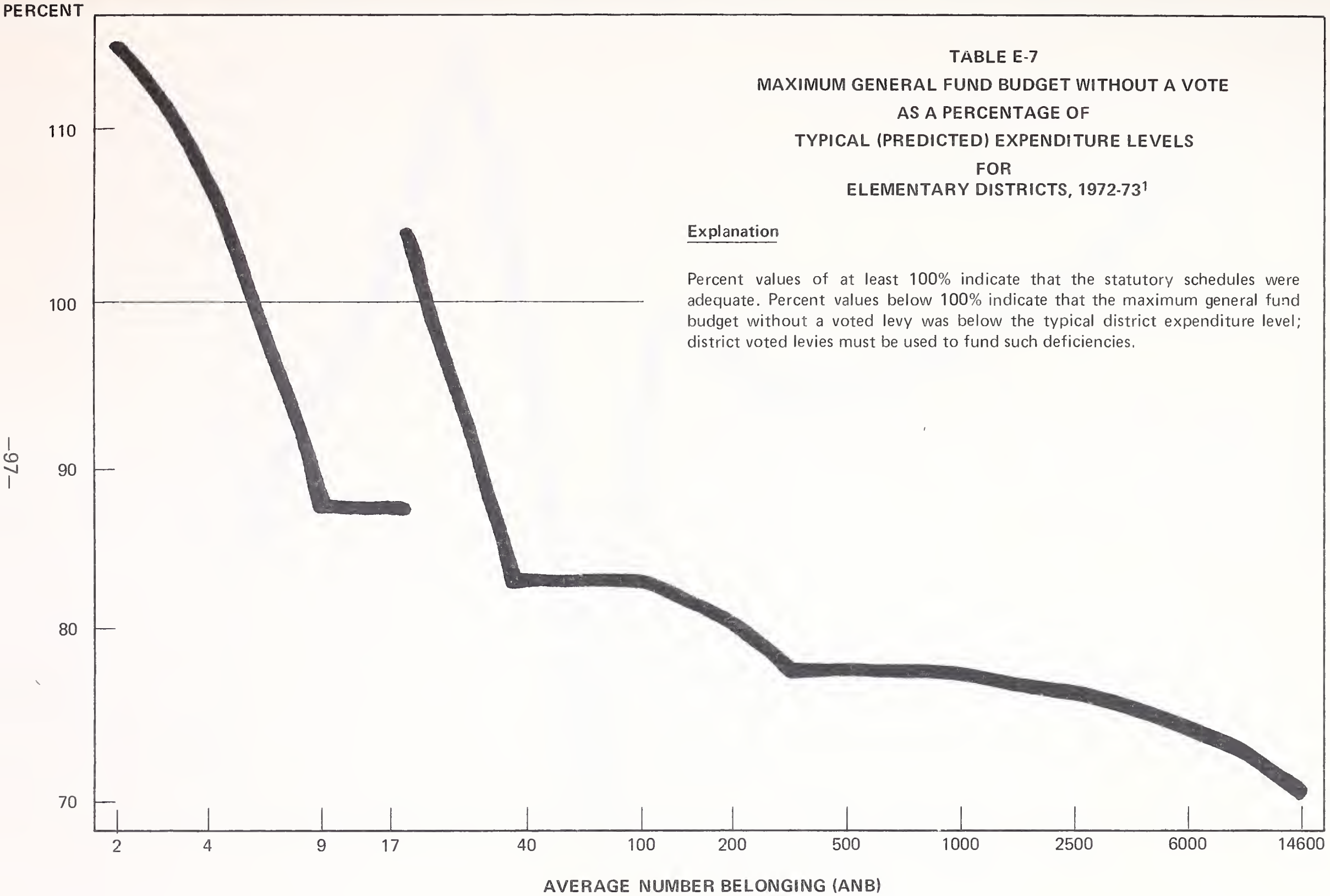


TABLE E-7

MAXIMUM GENERAL FUND BUDGET WITHOUT A VOTE AS A PERCENTAGE OF TYPICAL (PREDICTED) EXPENDITURE LEVELS FOR ELEMENTARY DISTRICTS, 1972-73[1]

Explanation

Percent values of at least 100% indicate that the statutory schedules were adequate. Percent values below 100% indicate that the maximum general fund budget without a voted levy was below the typical district expenditure level; district voted levies must be used to fund such deficiencies.

[1] At the time this report was printed, data for the 1973-1974 school year was being processed.

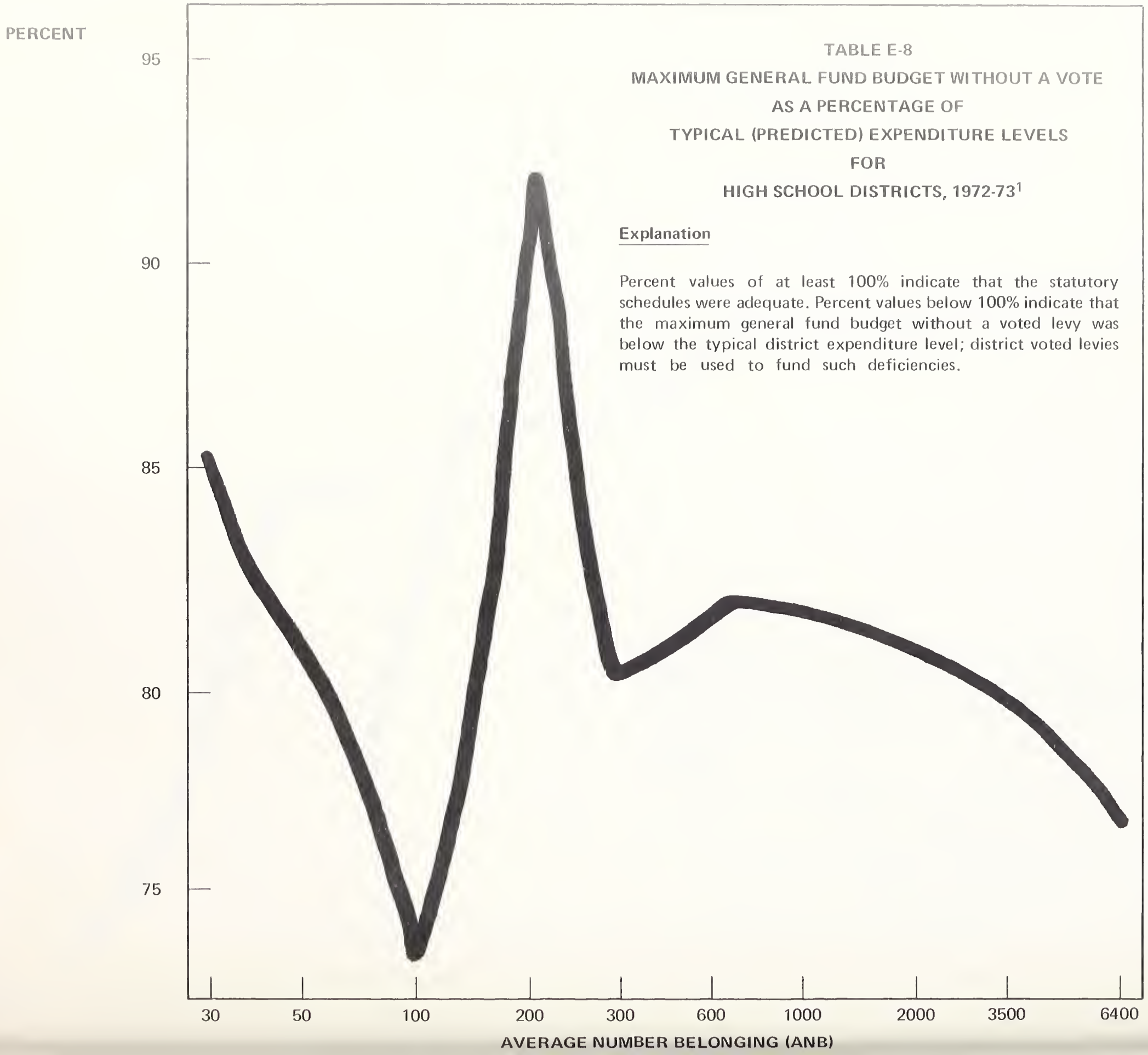


TABLE E-8

MAXIMUM GENERAL FUND BUDGET WITHOUT A VOTE AS A PERCENTAGE OF TYPICAL (PREDICTED) EXPENDITURE LEVELS FOR HIGH SCHOOL DISTRICTS, 1972-73[1]

Explanation

Percent values of at least 100% indicate that the statutory schedules were adequate. Percent values below 100% indicate that the maximum general fund budget without a voted levy was below the typical district expenditure level; district voted levies must be used to fund such deficiencies.

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